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ABSTRACT

This volume presents the history of special education in Ohio chronologically from 1803 to 1985. It documents the early beginnings of services to handicapped children, the ongoing role of state leaders in program development and refinement, the rapid expansion of programs since World War II, efforts to provide full services to all handicapped children during the 1970s and 1980s, the development of programs for gifted students. Chapter titles include: "1803-1920, Development of Programs for the Handicapped"; "1921-1944, State Leadership and Program Refinement"; "1945-1974, Expansion of Programs," "1975-1985, Compliance and Provision of Full Service." Appendices contain: statistical data to support the report's text; information about Ohio laws, guidelines, standards, and rules for special education and teacher certification; and a bibliography of over 200 items. Numerous black and white photographs illustrate the text. (JDD)

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HISTORY
· OF ·
SPECIAL EDUCATION
IN
OHIO,
1803-1985

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This *History of Special Education in Ohio* documents the early beginnings of services to handicapped children, the ongoing role of state leaders in program development and refinement, the rapid expansion of programs since World War II, and the provision of full services to all handicapped children during the 70s and 80s.

My sincere appreciation is extended to the persons who prepared this document — the researchers, interviewees, writers, reviewers, editors, and the entire Division of Special Education. Ohio educators serving handicapped youth now and in the future will benefit from this insightful look at what has been as they plan what is yet to be.

Franklin B. Walter
Superintendent of Public Instruction, 1977-

The humaneness of America is dramatized more notably in the education mission for the handicapped than in any other facet of our values. The vast expansion of services during the recent decades is a saga that ranks with the other great advancements in our culture.

This publication has attained the pinnacle of excellence in every respect. It grasps one's interest from the very beginning and depicts both the statutes and the acts that were enacted with unusual exactness.

The contents could be extended to several volumes, but this cogent treatment makes it very usable for the average reader and a sound source of information for the researcher.

Martin W. Essex,
Superintendent of Public Instruction, 1966-1977

To appreciate the significance of special education in Ohio, one must know how it came to be. The *History of Special Education in Ohio* provides an excellent background for those who would understand its unique role in this state.

Those who planned for the production of this volume are to be commended.

Edward E. Holt
Superintendent of Public Instruction, 1957-1966

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PART
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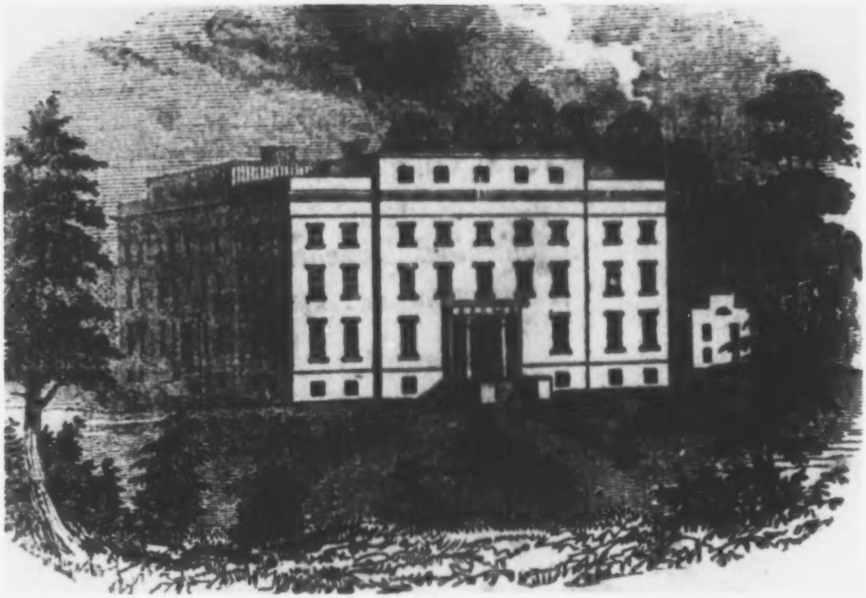
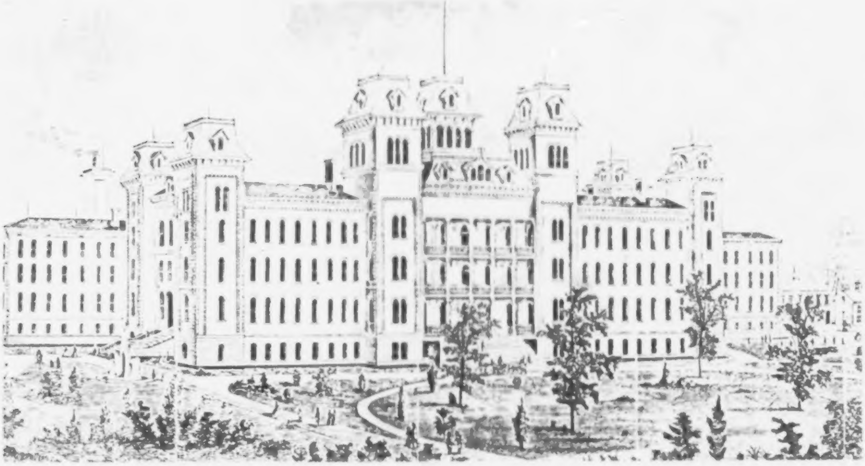
1803–1920
Development of Programs for the Handicapped



Ohio Institution for the Instruction of the Blind



Ohio Institution for the Education of the Deaf and Dumb

Introduction

DURING ITS first century of statehood, Ohio was busy with the development of a viable "common school" program reaching into all 88 counties. Even then, concern was expressed by the citizenry for "unfortunate" children who, through no fault of their own, were unable to participate successfully in the general education programs in their communities.

Early Legislative Concerns

As a result of concerns expressed by individuals and groups who today would be viewed as advocates, the legislature took action to authorize and fund some programs for handicapped children. This legislative action occurred prior to the time that the Ohio Department of Education was given specific responsibility for maintaining and extending such services for the handicapped.

In the era preceding state department involvement, deaf children received the most attention. Programs for deaf children were the earliest established and the most highly supported because parents of the deaf and others concerned with educating the deaf made their needs known. Programs for the blind followed. Then came very minimal services for the retarded and, finally, for the crippled. Thus, during the early years when programs for the handicapped were being developed, the emphasis was on the physically handicapped.

Residential Schools

During the developmental years, residential schools were established for the deaf, blind, and feebleminded. The express purpose of the three schools was to educate and train youth to return to their home communities with the abilities to become self-sufficient adults. From time to time, commissions were created to select and purchase land for an institution for the treatment and education of deformed and crippled children, but a residential school for these children never materialized in Ohio.

Deaf

Ohio's earliest programs for handicapped children were those for the deaf. This happened because parents and others concerned with educating the deaf made their needs known. As early as 1820, parents from Stark County petitioned for state assistance to pay for their deaf son to attend the American Asylum for the Deaf in Hartford, Connecticut. It appears that no action was taken for this child.

First Ohio Law for Handicapped Children

The first legislative action pertaining to the education of the deaf occurred in 1822. County commissioners were authorized to appropriate money for the care and education of "deaf and dumb" children when parents or guardians were unable to pay. This was the first Ohio law pertaining to handicapped children. Also in 1822, Reverend James Hoge, a member of the board of commissioners for the establishment of a public school system and a man familiar with training programs for the deaf, was asked by the governor to enumerate all deaf persons in the state to determine the need for a training school for deaf children.

First Class for the Deaf in Tallmadge

In 1827 legislation was enacted to establish a school for deaf children. That same year, parents of three deaf children in Summit County asked for help, and a class taught by a Colonel Smith was established in Tallmadge. Costs were paid by the village and later reimbursed by the state at a rate of $100 per child per year. This was the beginning of state support for educating the deaf in Ohio.

Payment was made annually through 1829 when the class closed and the pupils were transferred to the newly established "Asylum for the Education of Deaf and Dumb Persons" in Columbus. This was the fifth such institution for deaf children in the country. Five pupils and Teacher/Superintendent Horatio N. Hubbell started the first year. Enrollment increased to 11 during that year.

Support for Indigent Deaf Children, Then Support for All

Early legislation provided state support for a limited number of indigent pupils at the asylum for the deaf for a specified number of years. State support for only the indigent continued until 1854 when legislation was enacted to provide for the free education of all deaf persons in the state. Parents or guardians were required to provide clothing and travel expenses, but where this was not possible, the state was required to cover these expenses. In 1866 the law shifted this responsibility to the pupil's county of residence.

The first grant of money for the operation of the deaf asylum occurred in 1828. For the next decade, various amounts were appropriated. The school also received a portion of the money raised at auction sales in Hamilton County. The legislature appears to have begun a system of yearly support for the school in 1843 and repealed the Hamilton County proceeds law in 1846. Thus, the principle of state responsibility for the care and education of "deaf and dumb" children in Ohio was established and accepted at an earlier point in time than in most states in the nation. This concept of state responsibility extended into the twentieth century.

Permanent Quarters for a State School

The asylum for deaf children began in a small rented house and occupied three other temporary quarters until 1834 when construction of a facility known as the "Institution for the Education of the Deaf and Dumb" was completed. This building was demolished in 1868 when a new building was opened. The year 1868 also marked the first commencement exercises in the nation for deaf students when nine students graduated. In 1908 the institution's name was changed by law to the "State School for the Deaf."

Admission Criteria

In the beginning, the asylum for the deaf accepted children who were at least 12 years of age for a maximum of five years. Several factors contributed to this age requirement, including the need for children to be away from home for long periods of time and to be able to live somewhat independently in the dormitory setting.

Over the years, the minimum age for entering the school was lowered and the maximum length of stay was increased. This expansion of the instructional program for the deaf paralleled expansion of the program in the common schools where offerings from primary through grammar school grades were increased to cover a total of eight years of instruction. Expansion may also have been influenced by the improvement in transportation which permitted more frequent home visits and by the realization that program goals were impossible to attain in five years. Early in the 1900s, the age for admission was lowered to 7 and the maximum stay was increased to 13 years.

Admission of Deaf-Blind Children

In 1898 the legislature authorized that deaf-blind children between the ages of 4 and 16 be admitted to the school for the deaf. It further provided for home instruction for deaf-blind pupils, with the teachers to be appointed and supervised "the same as when the child is in the institution." No records were found regarding the implementation of this mandate.

Pupils at State Schools Subject to Compulsory Attendance Laws

In 1902 pupils enrolled in the state school for the deaf, as well as the state school for the blind, became subject to the compulsory school attendance law. Truant officers were required to report annually whether deaf and blind children in their districts were being appropriately educated or if placement in one of the state schools was recommended.

Faculty and students

School marm

Curriculum at the School for the Deaf

Initially, the law required classes at the school for the deaf to present the children with all subjects taught in the regular schools. In addition, manual communication was stressed. Because Superintendent Hubbell had been trained in manual communication at the Hartford asylum, it was natural that this approach be used. The pupils needed a way to convey and receive information, and the manual approach seemed to be the most effective and efficient method with children who had limited communication skills.

In 1870, because of the changing age and nature of the school population, instruction in lip reading and articulation was initiated in some classes. This method of instruction was suggested for those pupils who were recognized as having lost hearing after language had begun to develop and for those with "sufficient residual hearing" to make this realistic.

Vocational training was introduced at the school for the deaf in 1838. Boys were given shoemaking and machine shop; girls were taught sewing, knitting, and housework. Additional areas were added through 1843 when Superintendent Hubbell reported that vocational training took place four hours each day "at such times as does not interfere with their studies." Due to the lack of teachers, the vocational program was closed from 1846 until 1863 when deaf tradesmen were brought in to act as instructors.

In 1867 legislation was enacted to reorganize and expand the industrial branches to include printing and bookbinding. Some of the printing for the state was done by pupils to help them gain proficiency. The school newspaper began in 1868 as *Mute's Chronicle*. It changed to *Vis-A-Vis* in 1881, back to *Mute's Chronicle* in 1886, and to the *Ohio Chronicle* in 1894. The newspaper is still being printed as the *Ohio Chronicle*.

The cutting, fitting, and making of feminine apparel was added to the industrial curriculum in 1892.

Alumni Association

In 1870 graduates of the state school for the deaf formed an alumni association which remains as an active support group today.

Public School Programs for the Deaf

An organized public school phase of special education began to appear in the late 1800s. Through an appropriation by the legislature in 1879, the Cincinnati schools began a program for deaf children. The Cincinnati program was needed because of overcrowding at the institution for the deaf in Columbus. The superintendent of the deaf institution suggested developing more classes in public schools in the major cities where enough children could be located to have a viable program. He believed this would relieve the crowded conditions at the state school.

In 1896 Cleveland and Cincinnati were given special appropriations to reimburse their programs for the deaf. In 1898 legislation was passed requiring "city districts of the first class" to establish and maintain programs for the deaf and for those whose speech was too defective to permit work in the regular public schools. Cincinnati, Cleveland, Dayton, and Elyria operated such programs, and state reimbursement to those districts began in 1899. The 1898 law also directed that boards of education pay car fare of deaf children who were unable to pay. This was the first record of board responsibility for handicapped transportation to public school special education classes.

Other Pertinent Legislation

A second law enacted in 1898 permitted other school districts to establish and maintain programs for the deaf. Inspection of these schools was required at least twice a year by someone designated by the state school commissioner. As was the case with the city district programs, a minimum of five deaf pupils was required before the district could qualify for state aid at the rate of $150 per child per year.

House Bill 134 was enacted in 1906, combining the directives of the 1898 laws and adding that deaf children over the age of 3 could be admitted to the public school program. The new law also set specific reimbursement for instructional programs, transportation, and boarding home placement for children whose homes were too far away to permit daily travel.

A parallel law mandated that the oral method of communication be used with these children for a period of nine months to determine whether they could learn through this approach. If a child could not learn by the oral method after a period of nine months, the law specified that no further expense was to be incurred in the public school program in the effort to teach the child.

In 1913 House Bill 273 made provision for deaf children to be taught the manual method of instruction "in a separate school" when, after the nine-month trial period, the oral method was not successful. This law also made children with defective hearing eligible for special education provisions.

House Bill 273 was an important milestone for the education of physically handicapped children in Ohio. It contained provisions for blind, partially sighted, and crippled children; required the inspection of all public school classes for the handicapped; and required teachers of the handicapped in public schools to meet the qualifications of all teachers, plus have additional special training. House Bill 273 essentially has provided the base for public school programs for deaf, blind, and crippled children to the present day.

In 1920 House Bill 716 modified the 1913 law by adding a provision requiring the state superintendent of public instruction to prescribe standard requirements for schools conducting classes for the deaf.

Blind

The first documented legislative concern for handicapped children in Ohio occurred in 1811 when David Phouts was awarded $150 annually for the relief of five children who were born blind. This was 11 years before legislative action was taken on behalf of deaf children. This assistance to blind children was repealed in 1812, but in 1818 the Jefferson County commissioners were authorized to make an annual allowance "for the relief of John Twaddle" who had nine children, six of whom were born blind. Nearly 20 years passed before formal educational provisions were made for blind children.

First Publicly Supported School for the Blind in the Nation

In 1837, the year Louis Braille first published his system for touch reading, provision for the education of blind children was initiated with authorization for opening the "Ohio Institution for the Instruction of the Blind." A cottage was rented for five pupils and the teacher, A. W. Penniman. This was the first school for the blind west of the Alleghenies and the first publicly supported school for the blind in the nation.

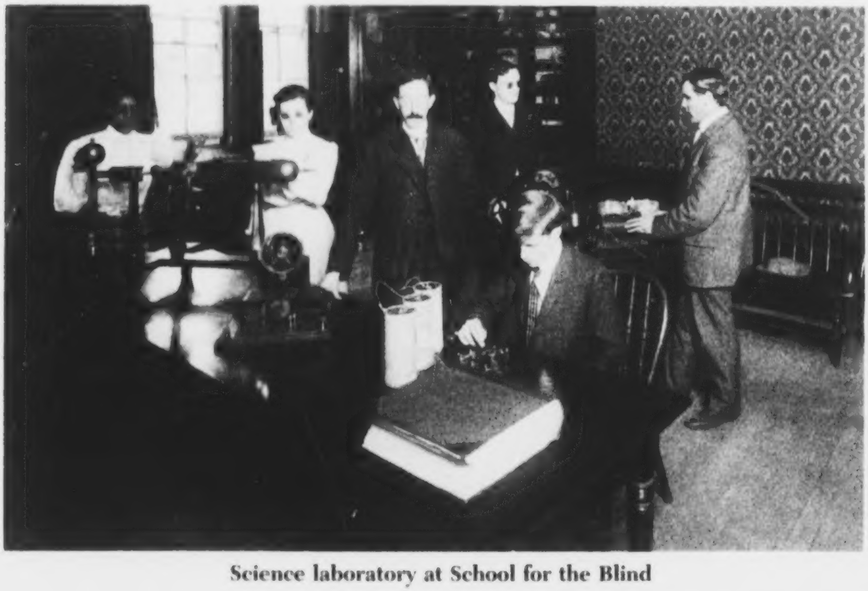
Legislation enacted in 1838 provided state reimbursement for a maximum of 12 indigent blind pupils at $100 per child per year. In 1843 the law eliminated the restriction on the number of indigent pupils. In 1851 the law provided for the free education of all blind persons in the state.

The institution for the blind was first granted state funds for the construction of a building in Columbus in 1837. This building was occupied in 1839, although additional funds were appropriated through 1841 for its completion. In 1874 a new building was constructed and remained open until 1953. Regular appropriations for the operation of the blind institution began in 1842. The name of the blind institution was changed by law in 1902 to "The Ohio State School for the Blind."

Admission Policies and Curriculum at the School for the Blind

When the Ohio Institution for the Instruction of the Blind opened in 1837, blind children were admitted at age 6. In 1866 the entering age was raised to 8 years but dropped back to 6 again in 1873.

The subjects at the school for the blind were those taught in the common schools in the primary grades. Adjustments had to be made for reading Braille and for guide services. Vocational training for the blind began in the late 1830s, but it met a fate similar to that for the deaf. In 1843 the school lost its vocational program and did not regain it until 1866. This vocational training appeared to be successful, but many blind adults were unable to secure employment in the community after leaving school.



Science laboratory at School for the Blind

Working Home for the Blind

Consequently, in 1886 the legislature established an adult institution known as the Working Home for the Blind. This institution combined some of the features seen today in sheltered workshops and group homes. It helped to solve the employment problems of the blind temporarily, but eventually it was no longer funded.

In 1908 the Ohio Commission for the Blind was established by law to improve the condition of the blind. It was given specific program responsibility to coordinate services needed by the adult blind and to assist with school programs.

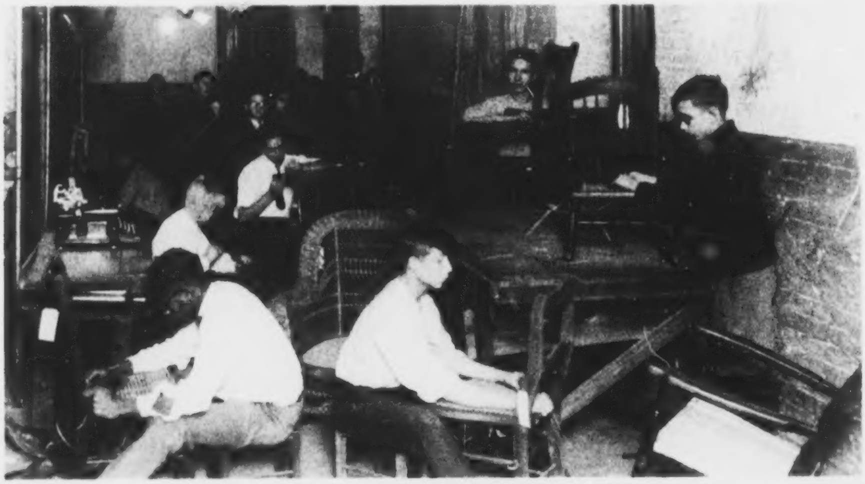
Public School Programs for the Blind

Georgia and Florence Trader started a class for the blind in 1904 in the Cincinnati Public Library. Responding to the appeal of the Trader sisters, Cincinnati opened Ohio's first day school for the blind in 1905.

At this time, one of the first advocates for the education of the blind stepped forward to assist in program development. Robert Irwin, blinded at the age of 5, but the holder of university degrees at the bachelor's and master's levels and a supervisor of services for the blind, began to press for extending public school classes to blind children. In 1909 Irwin helped to organize the first class for blind children in Cleveland. The following year he aided in establishing a class for children with trachoma. This class operated until 1926 when its remaining pupils were enrolled in other Braille classes in the city.

The Influence of Edward Allen and Robert Irwin

Hearing that British schools were making a distinction between programs for the blind and those for children with some usable vision, Edward Allen from the Perkins Institute in Massachusetts visited schools in London and became enthusiastic about what he found in operation. Allen met with Irwin who likewise became enthusiastic about the program. Irwin then persuaded Cleveland to open a class for partially sighted children in 1913. In that year, Allen was also responsible for the opening of a sight-saving class in Boston.



Blind students learning chair-caning skills

Thus, Cleveland and Boston established the first two such classes in the nation. Seven other sight-saving classes were organized during this period in cities throughout the state. Irwin supervised these and other public school programs for the blind and partially sighted and advocated state department involvement to ensure accessibility and program quality for all blind children in the state.

Pertinent Legislation

In 1913 House Bill 273 established public school programs for blind children over the age of 4 and set $200 per child per year as the maximum amount reimbursable to school districts for those programs. Also, this law made children with defective vision eligible for special education provisions. House Bill 716, passed in 1920, lowered the age requirement to 3 for blind children in public school programs and authorized cooperation among school boards in conducting classes for the blind. It also required the state superintendent to prescribe standards for schools conducting classes for the blind.

Crippled

The first record of a program for crippled children in Ohio was in 1900 when a women's group in Cleveland, the Sunbeam Circle, became concerned that free education was not available to physically handicapped children. This group opened a kindergarten for crippled children at Alta House Settlement. The initial success of the program led the members of the Sunbeam Circle to raise funds, purchase a small cottage, hire a teacher, and establish a program for a group of school-aged physically handicapped children in Cleveland. The building was arranged for the purpose of "educating and providing corrective treatments, necessary exercise and proper rest periods for these children."

Cleveland Board of Education Accepts Responsibility for Sunbeam School

After the program was in operation long enough to demonstrate that crippled children could be transported to and accommodated in a school and that they could learn like other children, the group negotiated with the Cleveland Board of Education to take over the project as an integral part of the Cleveland Public Schools. In 1910 the Cleveland Board of Education accepted responsibility for the building and teaching staff. The Sunbeam Circle continued to provide a social service nurse and hot lunches. The Leisy Beer Company supplied wagons to transport students. In 1913 Cleveland accepted full responsibility for the program. To this day, Cleveland's school for crippled children bears the name Sunbeam School, given by the Sunbeam Circle to that first little cottage school.

The Influence of Edgar Allen and Robert Irwin

In the early 1900s, a strong advocate for the education of crippled children made his influence known. Edgar Allen, whose only son died after being crippled in a streetcar accident, became heavily involved in securing public health care and public education for crippled children. Allen, an Elyria resident, and Robert Irwin, who was

Ramps outside Cleveland's Sunbeam School about 1931

active in the Services for the Blind Program in Columbus, exercised tremendous influence over programs for crippled children during the first few decades of the twentieth century.

Allen marshalled his forces and, working through Ohio Rotary clubs, began a campaign to educate the public about the needs of crippled children. With assistance in fund raising from the Rotarians, Allen founded Gates Memorial Hospital for crippled children in Elyria. Children at the hospital affectionately called him "Daddy," and this nickname remained with him.

Allen was instrumental in founding the state, national, and international societies for crippled children and adults. The Ohio Society for Crippled Children, composed of representatives of Rotary clubs, was founded in Elyria in 1919. The National Society for Crippled Children and Adults was founded in Toledo in 1921. It became an international society in 1922 when representatives of Canada joined. However, the first real international meeting was a special assembly for leaders of crippled children, held in connection with Rotary International in Belgium in 1927.

Gradually, other groups joined the Rotarians in their efforts to assist crippled children. By 1935 Kiwanis International, Lions, Optimist, Civitan, Exchange, Elks, Free and Accepted Masons, General Federation of Women's Clubs, Junior League, Parent-Teacher Association, and the American Legion had become supporters of state, national, and international activities.

Caroline Foley, a teacher and member of the staff at Gates Memorial Hospital, was hired by the Elyria Board of Education in 1915. Although her assignment stated that she was responsible for keeping the children current in their studies, she discovered that many of the children had never received instruction and that she was responsible for beginning their academic experiences. This was the first recorded occasion of a board of education hiring a teacher to work outside a school building. This arrangement was a result of Allen's insistence that education be part of the treatment for crippled children. At that time most school districts relied on home instruction.

State Support for the Crippled

When House Bill 273 was enacted in 1913, crippled children gained the most from its passage because deaf and blind children already were being served in many communities. No residential school had been built for crippled children and no public school programs existed beyond the Sunbeam School in Cleveland and classes in Cincinnati and Dayton. House Bill 273 established public school programs for crippled children over the age of 5, set aside up to $150 per child per year as the amount reimbursable to school districts for such programs, and made provisions for qualifications of teachers.

House Bill 716, enacted in 1920, modified the 1913 law by adding a provision requiring the state superintendent to prescribe standard requirements for schools conducting classes for the deaf, blind, and crippled.

Mentally Retarded

Prior to 1851 the state had given little or no consideration to mentally deficient children. That year a resolution was passed to determine the expediency of making provision for the education of "idiotic and imbecilic persons."

State School for the Retarded

Six years later, in 1857, a law was passed to establish the "Asylum for Idiotic and Imbecilic Youth." Admission was open to youth under 15 years of age. Nine indigent pupils, one from each judicial district, were supported at state expense.

Initially, the institution was housed in a rented cottage in Columbus. Annual appropriations for the operation of the institution began in 1858, although authorization to purchase land and build a structure did not come until 1864. The building was occupied in 1868 although it was not fully completed at that time. In 1898 the legislature changed the name of the asylum to the "Ohio Institution for Feebleminded Youth."

Curriculum at the School for the Retarded

The curriculum for the feebleminded was similar to that of the other state institutions, with adjustments made for the functional levels of the students. The more capable young people attended school in the morning and were presented with rudimentary primary subjects. In the afternoons, they were taught social skills in the cottage living quarters and worked at some of the maintenance tasks at the facility.

The less capable students spent the morning in their cottages and were brought to school in the afternoon. Many of these children had to be taught simple language skills, social amenities, and preacademic exercises because their operational levels were below those necessary for the formal school program.

Early Public School Programs for the Mentally Retarded

The Mental Health of the School Child, written by J. W. Wallin in 1914, is known as the earliest comprehensive national survey of public school provisions for mentally unusual children. This report identified the beginning of public school programs for the retarded in Ohio. There were classes for backward children in Cleveland in 1879, for the feebleminded in Seguin School in Cincinnati in 1909, for slow and mentally defective children in Columbus in 1909, for feebleminded and seriously backward children in Toledo in 1910, for defectives in Dayton in 1911, and for children retarded four years pedagogically in Lakewood in 1913.

Cleveland Heights provided a good example of how local school districts responded to the educational needs of atypical children. This district in 1919-20 served 581 pupils in opportunity classes for slow or unstable children and for those temporarily retarded because of illness.

Other Services

Separate, related services for handicapped children were seldom provided until 1910 or later. Among the first to appear were psychological services and speech and hearing therapy.

Beginning of School Psychology

Psychological services began to evolve during the early 1900s, although nothing was put into law until many years later. Several Ohio school districts established psychological clinics, child guidance clinics, and bureaus of statistics or departments of research that included tests and measurements for evaluating deviant children. These districts were Cincinnati (1911), Cleveland (1916), Martins Ferry (1916), Warren (1919), Akron (1920), Youngstown (1920), and Shaker Heights (1921).

These districts were concerned primarily with those students who were physically handicapped, academically backward, and non-English speaking, along with students whose behavior was serious enough to be brought to the attention of the courts. Although there was great diversity among the early psychological services in these districts, school personnel generally applied scientific methods in evaluating the students for educational programs and regarded psychological examination of children as a function of the schools.

Early Programs in Speech and Hearing

Speech and hearing therapy services developed slowly. The Cincinnati Public Schools established a program of speech correction in 1912, and Cleveland commenced a similar program in 1918.

Conclusion

The developmental years saw an interesting cluster of efforts that have persisted into the twentieth century and are emphasized in current legislation and directives: parent involvement, advocate involvement, normalization and integration of programs for the handicapped with those for the nonhandicapped, and the right of handicapped children to receive a public education regardless of their geographic location or their parents' socioeconomic status. These ideas became ingrained in a philosophy that has directed programs to the present day.

Ohio State School for the Blind band

P·A·R·T

2

1921–1944

State Leadership and Program Refinement

Students at the State School for the Deaf learning vocational skills

Large-type book and wheelchair in use

Introduction

PROGRAMS FOR the deaf, blind, and crippled dominated the period from 1921 to 1944. Existing programs were opened up to children with tuberculosis, heart problems, cerebral palsy, and epilepsy. Also during this period, important foundations were laid for services in school psychology, speech and hearing therapy, and for the mentally retarded.

The creation of a state office for special education and the appointment of a state director and minimal staff resulted in the provision of supportive services to school districts. The development and refinement of services during this period occurred to a considerable extent because of the efforts of the state staff. The state director and a number of community organizations worked to get the legislature to adjust the per pupil subsidy amounts for special education so that school districts could meet rising costs and maintain classes.

State Leadership

In 1921 State Superintendent Vernon Riegel inaugurated an era of program refinement under state direction by appointing Mrs. Claude Waltermire as the first director of special classes in the Ohio Department of Education.

Role of State Director for Special Classes

The responsibility of the director was to administer the program for deaf, blind, and crippled children in public schools throughout the state and to ensure that each physically handicapped child of normal mentality was given a fair chance to get an education. Specific duties included inspecting classes to see that standards were maintained, visiting children who were receiving home instruction, making recommendations for instruction in rural areas, approving and adjusting reimbursement claims, securing the cooperation of organizations interested in physically handicapped children, and stimulating state and local support for new classes for such children.

Philosophy of Director Hazel Hadley (McIntire)

Director Waltermire resigned in less than a year, and Hazel C. Hadley (McIntire) was appointed director in 1922. Few states had developed special education programs by the early 1920s, so Hadley had no patterns to follow and was able to set goals and standards that were consistent with her concerns for handicapped children. Borrowing from the philosophy of "Daddy" Edgar Allen and Robert Irwin, she set out to convince school administrators that physically handicapped children were more like than unlike their nonhandicapped peers and that they needed to be with

Hazel Hadley (McIntire)

their nonhandicapped peers to the fullest extent possible. Thus, Hadley recommended that special education programs include only those services required by the handicapping condition for the length of time needed to remediate or alleviate the problem.

Hadley believed that the special education laws that had been enacted up to that time did not take into consideration some handicapping conditions which seriously impaired the educational progress of affected children. These conditions included partial vision, partial hearing, tuberculosis, rheumatic fever and other heart conditions, cerebral palsy, and epilepsy. To meet the needs of children with such handicaps, Hadley advocated programs that were appropriate to the particular condition. She departed from the then common practice of serving blind and partially sighted or deaf and hearing impaired children in the same setting.

During this period, Hadley and her limited staff spent much time with teachers, administrators, and other school personnel. They met with parent groups and community and service organizations and observed handicapped children in home, school, hospital, and clinic situations. Working with parents and such advocates as Allen and Irwin, Hadley and her staff became effective salespersons for special education.

Program Growth

Their efforts stimulated the gradual development of programs for handicapped children in school districts throughout the state. They placed emphasis on establishing elementary classes because they believed that the earlier a problem was addressed, the easier it would be to find a solution or promote measurable progress. Within the first few years of Hadley's leadership, program growth was evident.

Director Hadley's report in 1925 referred to the provision of state reimbursement for private boarding homes for the deaf, blind, and crippled children. This significantly extended the outreach of these programs to many children who otherwise could not have attended public classes.

Hadley's report in 1929 reemphasized the importance of program integration: "The special class is not apart from the regular school but is a part of the regular school, supplementing its general program and ministering to the special needs." She stated that year that some special class services were being subsidized in 74 of Ohio's 88 counties. These included programs for deaf or hearing impaired children in 17 cities and villages, plus Ottawa County; programs for blind or visually handicapped children in 24 cities and villages, plus Ottawa and Greene counties; and classes or schools for crippled children in 31 cities, plus Belmont County. Hadley also reported that "some heart cases and a few children with epilepsy participated in the special education subsidy."

Standards for Special Education

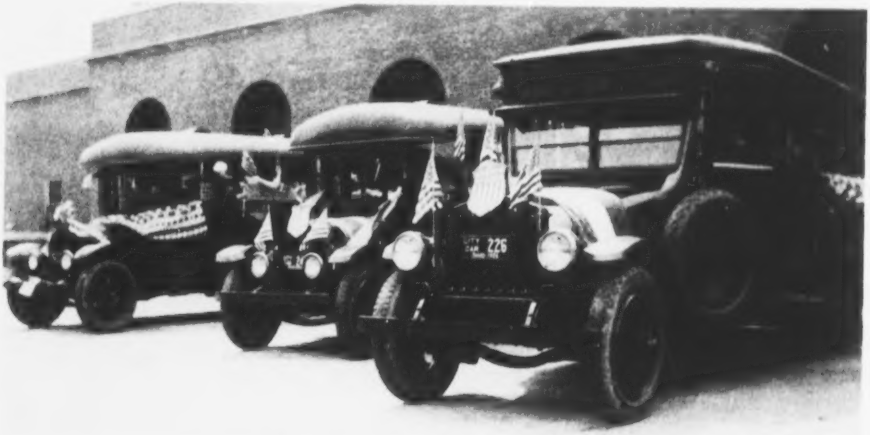
The first state standards for special education came in response to a law enacted in 1925 which stated that the director of education (state superintendent) shall prescribe standard requirements for deaf, blind, and crippled children in public school programs. Standards were issued in 1927 for crippled and visually handicapped children. No record exists with regard to early standards for the deaf; however, references to such standards are found in literature as recent as the 1950s. It is noteworthy that this 1925 law was the first which mandated that school districts comply with the state standards or lose their state subsidy.

Transportation Standards

As more public school classes for the physically handicapped were established, the need for transportation and the concern for the safety of the children increased.

Transportation to and from day school classes was a reimbursable service for handicapped children, and specific standards for the carriers were set in 1937. All motorized vehicles were required to have draft-proof adjustable windows, snug-fitting doors, roof ventilators, and safety-proof glass.

There were 164 horse-drawn vehicles still in use at that time. The new standards required the horses to be gentle enough to be safe, and the wagons strong enough to be safe and large enough to comfortably seat all pupils. The wagons had to have seats on the sides and be open at the rear. They also had to be capable of being closed up to shield from the cold and storms and be provided with springs, brakes, etc.



Board-owned buses about 1931

Setbacks to Program Expansion

The Great Depression affected program expansion, not only because state budgets were limited but also because local school districts had tight budgets and found it increasingly difficult to advance program costs for later reimbursement. Despite difficult times, positive events occurred which broke new ground in the education of handicapped children. The thrust of the division's work in the early 1930s was to encourage classes for hearing impaired children that would be comparable to the sight-saving classes for visually impaired children. Money was available for tutors for these children, but tutoring was viewed as a stopgap measure. Another temporary setback to program expansion was World War II which resulted in a shortage of teachers, particularly teachers of the deaf, and curtailment of programs such as home instruction.

Additional Ohio Department of Education Staff

During this period, state staff members were added to lay the foundation for public school programs for the physically handicapped.

In 1929 Margaret Sharp (Shively) was appointed as assistant director of special classes. Her responsibility was to administer and supervise blind and sight-saving classes. Shively resigned in 1933, and Della Griffith (Loviner) joined the division as orthopedic and sight-saving supervisor. In 1934 the division employed Edith Cuthbert as its first trained and experienced supervisor for deaf and hard-of-hearing children.

In 1931 the Division of Special Classes and the Bureau of Juvenile Research employed Philip O. Wagner as a psychologist on behalf of both agencies. Wagner, who had previously been a teacher, school administrator and court psychologist, was responsible for providing field psychological services to about two-thirds of the counties in Ohio. This arrangement continued until 1936 when the division employed Wagner on a full-time basis.

Wagner traveled around the state providing testing services and psychological consultation to school districts which did not have psychologists or which needed assistance with more difficult cases. Psychological services were provided for the partially sighted, deaf, hard-of-hearing, and crippled. In her 1943-44 report, Director McIntire expressed the need to extend psychological services to slow learners, speech handicapped, and behavior handicapped.

Because Wagner's services were so well received, legislators expressed interest in increasing the number of state psychologists to provide school psychological services to school districts. However, Wagner was dedicated to the concept of local rather than state staff. He was influential in the decision to make school districts responsible for the employment of school psychologists. Thus, Wagner cultivated an awareness of the value and need for district-level psychological services.

P. O., as Wagner was affectionately known, was respected for his vision and dedication. The foundation upon which school psychology in Ohio rests today was, in great measure, developed through the years by Wagner who is regarded as the father of Ohio school psychology. Later during this period, Wagner was given responsibility for supervising nonfunded local programs for handicapped children who were not deaf, blind, or crippled.

Olive Sturdevant, a physiotherapist, was given responsibility in 1938 to supervise the physical therapists employed in school districts and to coordinate with the orthopedic division of the state welfare department, which had legal responsibility for physical care and surgical treatment of crippled children. Sturdivant was replaced in 1939 by Esther Hutchinson who had been a therapist with the state welfare department and school districts in Ohio. Thus, Hutchinson was familiar with the division and knew many of the therapists with whom she would work.

"Division of Special Education" Designation

By action of the Civil Service Commission in 1939, the director of the Division of Special Classes was officially designated as the director of the Division of Special Education. The new name for the division was more descriptive and more accurate because many children who received special services were not in full-time classes.

Professional Organizations

Throughout the years, state personnel actively participated in professional organizations at state, regional, and national levels. One of these organizations was the

International Council for Exceptional Children (CEC). CEC was formed in 1922 by teachers who attended the first teacher education credit course in the nation for teachers of handicapped children held at Teachers College, Columbia University. The goal of this organization was to foster professional relationships, stimulate the growth and exchange of knowledge, and improve programs and opportunities for handicapped children. Within a few years, membership of CEC increased significantly, and local chapters were created to promote opportunities for handicapped children at the local level. Cleveland and Cincinnati, which had teachers at the Columbia course, began local chapters and became powerful forces for inservice programs in their areas of the state.

State Publications

Staff in the Division of Special Education regularly wrote materials for parents, teachers, and administrators on various aspects of special education. The many publications that have been disseminated over the years have aided school districts in developing and maintaining special education programs and have assisted parents in understanding and dealing with their children's conditions.

The first publications, issued by the Ohio Department of Education in 1927 and written by Director Hadley (McIntire), were *Educating Crippled Children in Ohio* and *Sight-Saving Classes in the Public Schools*. They not only described the state and legal standards for program reimbursement but also outlined the history of each program and suggested aspirations for the future.

Deaf/Hearing Impaired

In 1925 Hadley expressed concern that the hearing impaired were not being actively sought as were the visually handicapped. She believed that hard-of-hearing children, like the partially sighted, needed their own program, that inclusion in the public school or state school classes for the deaf did not meet their needs, and that hearing impairment "has many distinct problems differing from the education of the totally deaf."

Deaf/hearing impaired children using speech and hearing skills

When the division employed Edith Cuthbert as its first supervisor for deaf and hard-of-hearing children in 1934, emphasis was placed on the development of separate classes for the hearing impaired, similar to sight-saving classes for the visually handicapped, and on preschool programs for deaf children.

Cluster Patterns

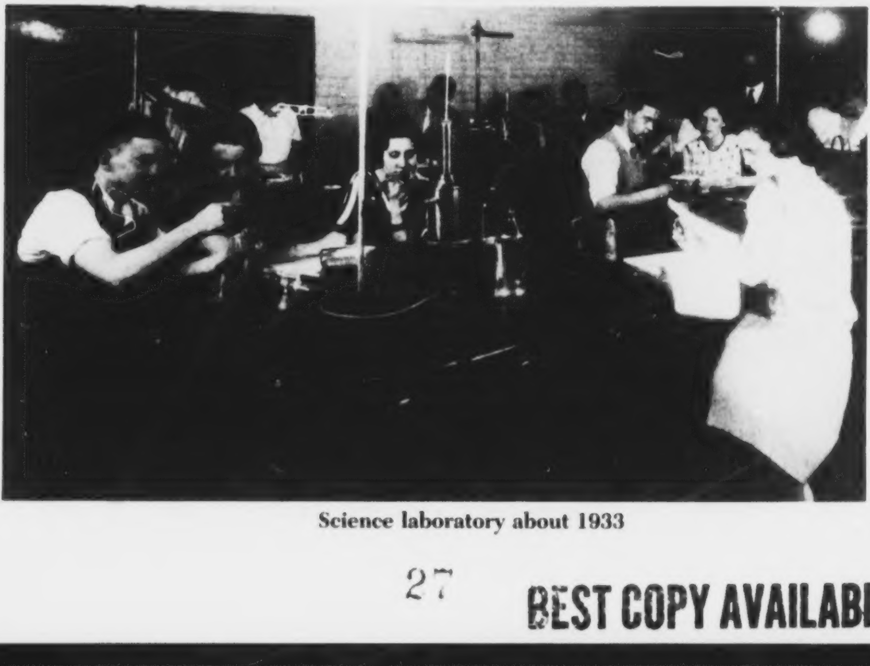
Cluster patterns for public school programs were developed in the 1930s with the hope of strengthening smaller district offerings to handicapped children. The first of the cluster classes for the deaf opened in East Cleveland and Fremont in 1934. It was felt that, by placing two classes in the same building, the possibility existed for better grading and placement of pupils. Also, the two teachers could reinforce each other. At this time, new teachers for the deaf were required to have two years of college plus two years of deaf education as preparation.

Expansion of Classes

By 1937 there were 70 classes for deaf and hard-of-hearing children in 18 school districts. Of the new classes, eleven were for the hard-of-hearing and two were for the deaf. The preschool program for deaf children was growing, and Western Reserve University offered courses for teachers of hard-of-hearing and deaf children, with emphasis on preschool years.

Introduction of Mainstreaming

Director McIntire had long supported the integration of handicapped with nonhandicapped peers. Observing the public school programs for the deaf in 1943, she noted that "each year marks a decrease in the amount of segregation and an increase in participation in activities of the regular school children. The aim in these classes is that as soon as possible these children may participate fully in the class activities of the regular schoolroom."



Science laboratory about 1933

Curriculum Guide

During this period, the pamphlet *Educating the Deaf*, written by Mary Cox and C. R. Wise of the Cleveland Public Schools and published by the Cleveland Board of Education, made history as it delineated the graded program of studies for children in Cleveland's Alexander Graham Bell Schools. This was the first curriculum outline to help teachers and administrators envision a complete sequence of instruction for deaf children.

Blind/Visually Handicapped

Research done in the early 1920s by Robert Irwin, Olive Peck, and Edith Taylor demonstrated that 24-point type was the most effective to use with visually handicapped children. Because materials in 24-point type were not available commercially and teachers could not reproduce all the materials their pupils needed, Irwin organized the Clear Type Publishing Company. This was a nonprofit organization that secured permission to reproduce materials in 24-point type for use by sight-saving pupils in schools throughout the country.

Another aid was the provision of readers for the blind and partially seeing. This was reimbursed by the state beginning in 1931. The use of readers enabled more children to keep abreast of academic classroom demands. It also helped nonhandicapped readers understand the limitations of visually handicapped children.

First Countywide Program

By 1927 Ohio had more sight-saving children served in relation to its school population than any other state in the country, and efforts were being made to bring program quality in line with program size. A class started at Oak Harbor was unique in that it served all of Ottawa County. It was placed in Oak Harbor rather than at the county seat (Port Clinton) because Oak Harbor was more centrally located and transportation could be more easily arranged. This class served a wider geographic area than any class in the country at that time.

The local district's pride in the program was evident. For example, the superintendent gave up his office for the classroom and high school girls were permitted to act as readers to the sight-saving children so that they could keep up with their school assignments. The bulletin *Sight-Saving Classes: Their Organization and Administration*, written by Hazel Hadley and Winifred Hathaway and published by the National Society for the Prevention of Blindness, cited the Ottawa County program as an example of providing for the visually handicapped in rural areas.

Regional and State Leadership

Estella Lawes, supervisor of sight-saving classes in Cincinnati, had her assignment extended in 1931 to cover programs in southern Ohio as well. This meant there were four leadership persons in the state to assist in developing quality programs for these children. Olive Peck (northern Ohio), Helen Coffin (Cleveland), and Margaret Sharp (Division of Special Classes) were the other three. Upon Helen Coffin's death in 1935, Olive Peck became the blind and sight-saving supervisor for the Clevela

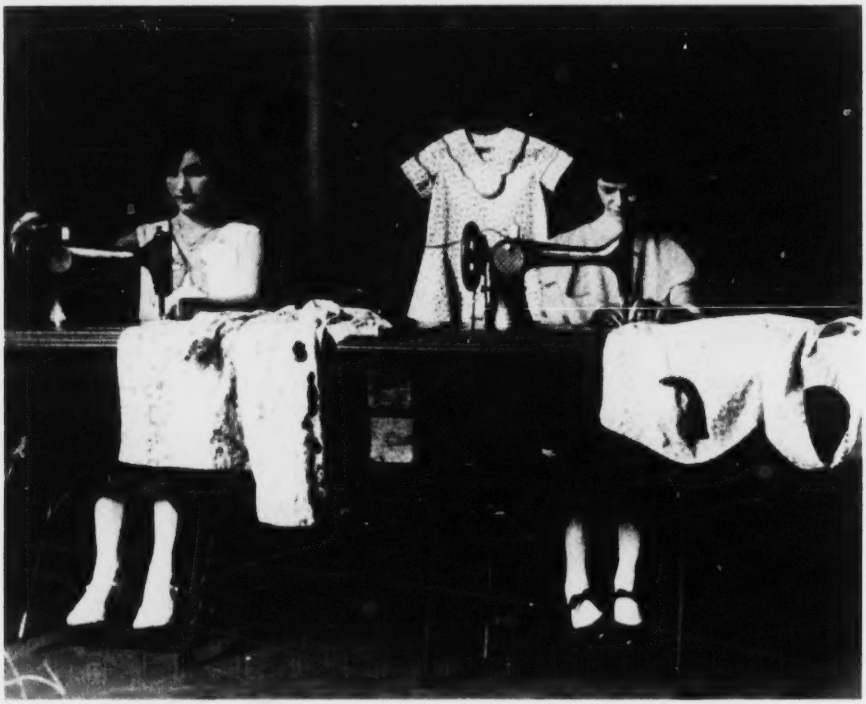
Public Schools. Her position as supervisor for the visually handicapped in northern Ohio districts was taken by Marguerite Kastrup, an experienced sight-saving teacher in the Cleveland schools.

National Recognition of Ohio's Programs

In 1933 Ohio was given national recognition for the size and quality of its public school blind and sight-saving programs. Robert Irwin, executive director of the American Foundation for the Blind, and Lewis Carris, managing director of the National Society for the Prevention of Blindness, lauded Ohio programs in their paper, "Fundamental Principles Which Apply to the Administration of Schools and Classes for the Blind and for Children with Partial Sight in the State of Ohio." They also praised Ohio for its leadership in the development of countywide programs that made services available to rural children. The paper was included in a bulletin written as part of the celebration of 20 years of sight-saving classes in the United States.

Achievements of One Blind Student

James Risch, a blind student at Hughes High School in Cincinnati, graduated in 1944 in the upper 10 percent of his class. He received honors in Spanish and a scholarship to the University of Cincinnati. He had worked in a war plant during summer vacation in 1943 and planned to do so again in the summer of 1944. These accomplishments not only were rewarding to the student, they also increased the status and acceptance of public school blind and sight-saving classes.



Partially sighted and blind students using sewing machines

Training of Teachers of the Handicapped

Ohio had a voice in the initial training of teachers of the handicapped through Robert Irwin. Irwin moved to New York and joined the staff of the American Foundation for the Blind. One of his first contributions was to teach those concerned with blind and partially seeing programs at Columbia University's first summer training session for teachers of the handicapped in 1922. This was apparently the first time that a university in the United States gave credit for a course in special education. Irwin later became executive director of the American Foundation for the Blind.

The first special education teacher training in Ohio occurred in the summer of 1925. Estella Lawes, supervisor of programs for blind and partially sighted children in Cincinnati, and Winifred Hathaway, associate director of the National Society for the Prevention of Blindness, gave a course at the University of Cincinnati for teachers of sight-saving classes.

At the other end of the state, Olive Peck, the first teacher in the Ashtabula sight-saving class and then supervisor in the northern Ohio program, taught a similar course at Western Reserve University. That fall Western Reserve and the Cleveland School of Education cooperatively offered a course in eye hygiene. The students were teachers of partially seeing children, regular classroom teachers who had sight-saving children in their classes, and school nurses. These courses, which were repeated for several years, proved invaluable in maintaining quality programs and retaining teachers in the programs.

Following up on the initial summer course, Lawes wrote a methods handbook for sight-saving teachers, which was published by the National Society for the Prevention of Blindness. In 1931 an agreement was made between Western Reserve University and the University of Cincinnati that the training course for teachers of partially sighted children would alternate between the two universities instead of both offering the course every year.

Crippled

During the period from 1921-1944, educational programs for crippled children greatly expanded.

Hospital Instruction Extended to Tubercular Children

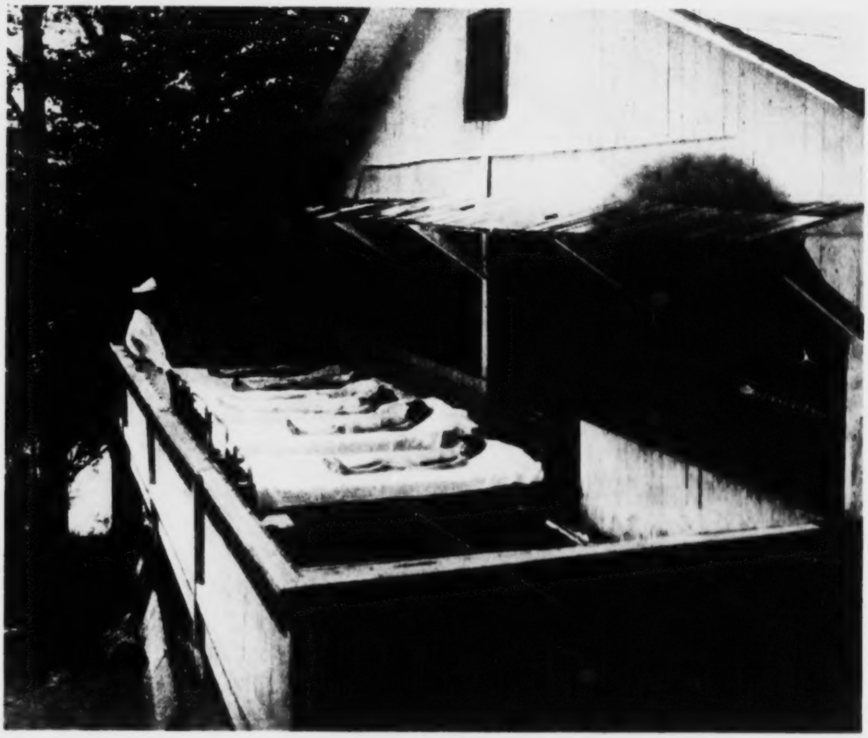
In 1923 legislation was enacted to provide for the education of school-age children who were confined in tuberculosis hospitals. As was the pattern for children with orthopedic problems who received school training, tubercular children were brought to the hospital classroom whenever possible. Those who could not be moved were given bedside instruction.

Identification and Program Petition

Identification of crippled children in more rural areas was given assistance in 1925 when the state health department was assigned responsibility for the enumeration, examination, and treatment of crippled children. Also that year passage of a law permitting the parents of eight crippled children to petition the Ohio Department of

Dennison children with infantile paralysis

A home-instruction case, exceptionally fine mind



An open air classroom

Education for a special class further encouraged expansion of these programs. When such a petition was received, the state superintendent, through the director of special classes, had to investigate the situation. If indeed there were at least eight eligible crippled children, the local board of education was directed to open the class.

Reimbursement for Home Instruction

Further provision in the 1925 law opened another avenue for the education of crippled children. Five hours per week of home instruction, considered equivalent to five days of school attendance, was made reimbursable. However, home instruction was viewed as the program of last resort. As indicated in Director Hadley's report for that year: "Such a plan is not entirely satisfactory. The child misses much from lack of association with other children in the classroom . . . but . . . it is the only chance to obtain any schooling whatever." In 1925 there were 31 school districts reimbursed for crippled children on home instruction.

Allen and Irwin Support Public School Programs

Discussion was raised as to the development of a residential facility for crippled children. "Daddy" Allen and Robert Irwin helped to silence such discussion with the following reasoning for their preference of day-school programs: It is "not our province or intention to build institutions . . . our function is to see that facilities already in existence are used to the benefit of crippled children." It is "some organization of men and women interested in the crippled child that makes the connecting link between the child and the facilities."

Also, the Ohio Society for Crippled Children emphasized taking the service (treatment and education) to the child rather than taking the child to the service. This society and local Rotary clubs throughout the state actively supported classes for crippled children. They frequently assisted with classroom equipment, appliances, and equipment needed by individual children and provided recreational activities for the children.

First Countywide Class for Crippled Children

A high point in the education of crippled children was the opening in Barnesville of Belmont County's class for crippled children during the 1926-27 school year. This was the first countywide unit in the state for crippled children. The Rotary Club of Barnesville and the Ohio Society for Crippled Children were highly supportive of the class. Barnesville Superintendent Paul Brown became an ardent supporter of programs for handicapped children and initiated or expanded them in other Ohio districts after he left Barnesville. Donald Shepherd, a high school aide in the Barnesville class, later became a teacher and administrator who gave active support to special education in the school districts he served.

Open Air Classes

Columbus started an Open Air School in 1929 for the education of anemic children and patterned its program after comparable schools for tubercular children in Europe. Other school districts added such programs, and the classes came to be viewed as part of the orthopedic program. Eventually more appropriate ways of caring for these children were initiated and the Open Air classes disappeared.

Combination Classes

A new organizational pattern initiated in 1934 placed crippled and sight-saving children in the same class. This was done successfully in Dennison and Newark where there were insufficient numbers of children for either type of class. Dennison previously had a sight-saving class, but it lost enrollment.

Experimental Cerebral Palsy Program

By the early 1940s, due to medical advances and changing community attitudes, the types of orthopedic conditions seen in crippled children's schools and classes had changed. Up to one-third of the crippled children who applied for education were cerebral palsied, while fewer tubercular and post-polio children were seen in classes. Because little was known about the most effective ways to work with cerebral palsied children, Director McIntire organized a special unit to investigate the matter.

The Toledo Board of Education, the Ohio Society for Crippled Children, Crippled Children's Services in the state welfare department, and the Division of Special Education cooperatively planned and opened a class in the Toledo Convalescent Home in 1942. The regular course of study for the Toledo schools was followed, but the non-oral method of reading was used. Furniture was designed to fit each child's needs. Both physical and occupational therapy were used to improve muscle coordination. The experimental program continued with a view to discovering "(1) physical, educational, and social performance and achievement, (2) special teaching techniques which might be used throughout the state, and (3) how great an expenditure of public funds might be justified for all such handicapped children."

In 1943 this class for crippled children was moved to Youngstown where it remained for the duration of the project. This experimental program resulted in the first Ohio guidelines for teachers and physical therapists working with cerebral palsied children. Also, it encouraged schools and classes for crippled children to accept more seriously involved cerebral palsied children than had formerly been admitted to school programs.

Funding of Occupational Therapy

In 1944 occupational therapy was added to reimbursable services. This extended the work of the physical therapists and improved hand usage so necessary for schoolwork for many of the crippled children. It was noted that "the training of specific muscle groups in occupational therapy is done by supplying as nearly as possible normal activities through avocational projects and prevocational studies and training."

Mentally Retarded

Other areas of need addressed at both state and local levels were appropriate instruction and services for the mentally handicapped.

Public School Classes for the Mentally Retarded

Growing concern for mentally retarded pupils was demonstrated by public school districts during the 1921-1944 period. By 1927 Cincinnati, Columbus, and several other school districts had joined Cleveland in developing public school classes for the retarded, although no state subsidy was provided.

Exclusion of Pupils from School

School districts which were unable to provide programs for the retarded had used an escape clause in the compulsory attendance laws which permitted superintendents to excuse from school those children whose "bodily or mental condition does not permit of his attendance at school." The 1925 revision of the attendance law tightened this loophole by specifying that such dismissal could be effective only for the remainder of the school year in which dismissal was instituted.

The law also granted authority to the Ohio Department of Education to exclude from school children who were "incapable of profiting substantially by further instruction" and required the department to prescribe standards and tests for making this determination. School superintendents had to submit written requests with documentary evidence of how the child's inability was ascertained. The law further authorized the department to seek advice and assistance in making such decisions from state universities or other departments of state government.

E-1 Procedure

Another provision in the 1925 law required both the Ohio Department of Education and the school districts to keep on file a record of children so dismissed. No child could attend school while the exclusion was in effect, but exclusion could be revoked by the department for "good cause shown." For most of this period, it appears that exclusions were granted for children with IQs below 70, and the exclusions were usually permanent. A staff member in the Division of Elementary and Secondary Education was responsible for reviewing all cases submitted and for approving or disapproving the applications, which became popularly known as E-1 forms. Some revisions were made in the E-1 procedure after 1945, but it remained in Ohio law until it was eliminated in 1976 with the enactment of Am. Sub. H.B. 455.

Support for the Bureau of the Handicapped at Miami University

In the early 1920s, the legislature took action with regard to the handicapped by funding the Bureau of the Handicapped at Miami University. Headed by Charles Scott Berry, the staff studied all aspects of the handicapped but heavily emphasized the area of mental retardation. Berry and the bureau moved to the Ohio State University in the middle 1930s. After Berry's retirement, the bureau was placed under the supervision of Herschel Nisonger and became the Bureau of Special and Adult Education.

Programs for the Mentally Retarded Urged by Teachers Association

In 1927 the Educational Council of the Ohio State Teachers Association issued a report with information about state subsidies for special education in Ohio. This document, titled *Special Education of Handicapped Children in Ohio with Particular Reference to State Reports*, contained very practical suggestions and emphasized the need for Ohio to provide leadership and financial aid to those districts operating classes or programs for the mentally retarded. The findings indicated that, even without law or subsidy to motivate them, 45 school districts in Ohio were conducting 309 classes for 6,205 "mentally deficient" children. Although state funds were so low that proration of subsidy amounts seemed imminent, the council made a plea for the state to assume its fair share of responsibility for the retarded school-age child. The council also was concerned with finding more efficient ways to distribute reimbursement to the subsidized programs and with locating and serving all unserved handicapped children.

Cleveland Classes for Low IQ Pupils

One attempt to extend services to previously unserved handicapped children occurred in the Cleveland Public Schools. In 1933 Cleveland's chief psychologist, Bertha Luckey, recommended that the Cleveland Board of Education organize five classes for retarded children with IQs below 50. The approved program followed the philosophy of Charles Scott Berry of the Ohio State University that such children were "hand gifted," and no formal academics were included. This was the first record of a public school making provision for such low functioning children who later were called "trainable" retarded.

Concern for the Mentally Retarded

Concern for the unserved children, especially the mentally retarded, was expressed in 1934 by D. H. Sutton, director of the Division of School Finance, in his report on child accounting. He pointed out that because Ohio's compulsory education law mandated school attendance for all children, the state should be required to provide educational programs from which these children could profit. Sutton noted that the compulsory attendance laws of Ohio identified age as the only prerequisite for school attendance and that, by law, no academic attainments governed the exclusion of pupils from school. He believed that few mentally retarded children could justifiably be dismissed from school on the grounds that they were "incapable of profiting substantially by further instruction."

Defining "Mental Handicap"

When the 1939 law created a state supervisor for programs for handicapped children other than deaf, blind, or crippled, there was considerable discussion among professional educators about defining "mental handicap." There was agreement on the need to adopt universally acceptable terminology, and a proposal was made to relate mental handicap to IQ. Actual adoption of terminology and definitions was not made until some years later. The question of basing eligibility for school on the mental age of the mentally retarded child also was raised, but again no consensus was reached.

State Residential Schools

Expansion and Transfer of Institutions for the Retarded

After several years of little change in residential institutions, Orient State Institute (originally the farm for the Columbus Institute for the Feebleminded) became an institute in its own right in 1926. Thus, it had all the rights and responsibilities of its parent institute, including intake of new residents and the provision of training and treatment programs. In 1931 a third residential institution in Ohio for the mentally retarded opened in Apple Creek. When the Division of Mental Hygiene and Correction was created within the Ohio Department of Public Welfare in 1939, responsibility for all state institutions for the retarded was transferred to that division.

Responsibility for State Schools for Deaf and Blind Transferred

In 1927 responsibility for the state schools for the deaf and the blind was transferred from the Ohio Department of Public Welfare to the Ohio Department of Education. The major advantage of this was that all educational programs were under one authority, and cooperative agreements and action became more feasible.

Renewal of Vocational Emphasis

Legislation enacted in 1929 extended the time that pupils could be retained in the state schools for the deaf and the blind and added provision for teaching "trades and/or providing further and higher education." The renewed emphasis on vocational preparation affected some of the special class children in the public schools. Many of the programs in the smaller districts began to refer their children to Columbus upon completion of elementary school because they could not afford to offer vocational education comparable to the programs at the state schools. Students at the state school for the blind made outstanding progress in music and industrial courses, while the state school for the deaf had success in using special acoustical training to develop spoken language skills in children who had "sufficient residual hearing."

Second Alumni Association Formed

In 1931 graduates of the state school for the blind formed an alumni association which still remains active today, as is the alumni association of the state school for the deaf which was formed in 1870.

Certification for Elementary and Secondary Teachers

Certification for elementary and secondary teachers was enacted into law in 1935 and centralized under the Ohio Department of Education. This included teachers in the state residential schools. Prior to this law, it was possible to train for a teaching position in the residential schools by serving as a classroom aide. An aide who demonstrated competency after two years could be considered for a teaching position. Inservice opportunities were provided to the residential staff to supplement their training. After the certification law was passed, the residential school teachers were given a period of time and many education opportunities to acquire certification.

Schools for Deaf and Blind Observe Centennials

The Ohio State School for the Deaf reported on the success of its programs in recognition of its 100th anniversary in 1929. The Ohio State School for the Blind completed its first century in 1937. As part of its celebration, a historical pageant, "The Lifting of the Veil," was presented by the staff and members of the alumni association. This pageant showed highlights in the education of the blind from its beginnings in France to that time.

Educational Models for the Blind

The following year the school for the blind began to use educational models as teaching devices. The models were referred to as "the world's largest collection of tactile teaching aids." Constructed at the school by the Work Projects Administration, the scale models included Abraham Lincoln's log birthplace, the Ohio and national capitols, the Mayflower, the Wright brothers' airplane, an Ohio farm, and plaques of animals, birds and fish.

WPA worker producing a map for use by blind children

New Sites for Schools for Blind and Deaf

Despite the rapid growth of public school classes for the visually and hearing handicapped, not all children could be served by them and not all parents of deaf or blind children chose that option. By 1940 the state schools for the deaf and the blind were once again dangerously overcrowded, and the buildings were outmoded. In 1941 the legislature appointed a commission to study needs for new state schools for these pupils.

In 1943 new sites in northern Columbus were purchased. The properties were adjacent with a ravine in between them, the school for the blind fronting on North High Street and the school for the deaf on Morse Road. The schools were completed in 1953 and have remained at these locations to the present day.

Other Services

Other events between 1921 and 1944 helped set the stage for program development during the next period of expansion. During the 1930s, there was growing concern for those handicapped children who were not officially served by Ohio's public schools. In 1939 the legislature responded to this issue by creating a supervisor position in the Ohio Department of Education. This person was assigned the task of developing and directing a program of instruction for the training and education of all handicapped children not previously served.

P. O. Wagner, psychologist in the Division of Special Education, was assigned the responsibility of developing programs under this new law. An advisory committee, appointed to guide program development statewide, determined that the law referred to children who were mentally handicapped, speech handicapped, or behaviorally handicapped (maladjusted).

Growth of Nonfunded Programs

Wagner reported at that time that over 5,000 retarded and over 1,000 speech handicapped children were enrolled in school district programs, but that only a few maladjusted children were being served. The 1939 law made no provision for state funding for these programs, and many school districts indicated that they could not establish such programs without financial assistance from the state. Thus, program growth was slow but sustained.

Akron and Dayton added speech programs following enactment of the law, joining Cincinnati and Cleveland which had initiated speech correction programs prior to 1921. By 1944 enrollments increased by 10 percent for mentally retarded children. This resulted in less school exclusion because some districts began to serve children with IQs below 70. There was increased awareness of the problems of maladjusted children, and Toledo was operating a special program for behavior problem children. Obstacles to establishing programs for behaviorally handicapped children were determining who they were and recognizing them as being handicapped.

Early Psychological Services

An increasing number of the larger school districts were providing psychological services during the 1921-1944 period, although this was not a reimbursable program. Services offered were quite diverse, with testing as the major thrust. Testing instruments were meager and often crude. Many districts used only the Binet test to measure IQs. Emphasis was placed on testing large numbers of pupils. For example, each school psychologist in the Cleveland schools was expected to test and classify 900 pupils per year.

Impact of School Psychologists Organization

Meanwhile, an advance was made in another direction that was later to have great impact on Ohio's special education programs. In 1943 representatives from the few districts which provided school psychological services and the university training personnel concerned with promoting such services in the schools met at the Ohio State University. Under the leadership of Dwight Arnold of Kent State University, they formed the School Psychologists of Ohio, predecessor to today's Ohio School Psychologists Association. This was one of the professional organizations that gave major support to the development of public school psychological services and special education programs.

Conclusion

Events in the years between 1920 and 1944 brought many advantages to Ohio's physically handicapped and placed the state in a strong position with respect to treatment and education of these students. The philosophy that was promoted within the public school programs for the handicapped anticipated mainstreaming and other aspects of state and federal laws that came much later. By 1944, approximately two-thirds of deaf, blind, crippled, and partially sighted children in Ohio were being served, but not more than one-third of hard-of-hearing children were in organized programs.

Prophetic Words by Director McIntire

A bulletin, *The Open Doors*, was prepared by Director McIntire in 1944 to inform school districts about these programs. Its closing statements were prophetic: "For exceptional children special education represents a good investment. A little more spent on these children during their formative years pays dividends in a happier and more efficient adulthood. This fact holds whether the handicap be of eye, ear, limb, speech, adaptability or slow learning ability. Until all children have a full and fair chance 'schools and the means of learning' need to be encouraged."

Leadership by the Ohio General Assembly

Unbeknown to the author, the Ohio General Assembly would, in the very next year, pass a bill that would point toward "a full and fair chance" for all of Ohio's handicapped pupils, not just for the physically handicapped. The profile of the state's special education program would never again be as narrow as it was in 1944.

Refreshment time for a class of crippled children

PART

3

1945–1974

Expansion of Programs

Early intervention assistance for a deaf child

Older handicapped students using equipment provided with federal funds

Introduction

THE ERA of program expansion began in 1945 with the enactment of Amended Senate Bill 65 which made special education available to many children who previously had not been eligible for services. At this time, the country was changing from a wartime to a peacetime economy and, as often follows a war period, the attitude of the citizenry toward the handicapped was positive.

People saw what many rehabilitated disabled veterans could do and were willing to support programs for handicapped children on the premise that they, too, could become independent adults. Given direct leadership assistance and minimum funding as incentives, school districts opened programs, primarily in elementary schools.

More Services for More Children

During the years 1945-1974, Ohio continued to maintain strong programs for physically handicapped children. Programs for slow learners, psychological services, and speech and hearing therapy were developed while new programs were initiated for neurologically handicapped, emotionally handicapped, and multihandicapped. Some efforts were made on behalf of gifted pupils. Programs were extended into the secondary schools, and many adolescents demonstrated that they could become self-supporting adult citizens. Progress occurred during the period despite financial and personnel shortages which plagued many programs.

State Leadership

Hazel Hadley McIntire, director of the Division of Special Education since 1922, continued to play an important role in the development of special education in Ohio during this period.

Foundation Stones for Special Education

In a 1944 article, "State Administration of Special Education" published in the *Journal of Exceptional Children*, McIntire identified three foundation stones of special education: legislation, finance, and social consciousness. She encouraged the passage of a "strong law that will result in a more unified state progress with more nearly equal chance for all exceptional children in all areas of the state." She believed that a sound method of funding was essential, that state funding was the basis upon which school districts could build programs, and that state funding served as an incentive to the provision of local funds. She advocated that professional and service organizations work toward influencing special education on a state level.

Enactment of Am. S.B. 65

The enactment of Am. S.B. 65 in 1945 met McIntire's criteria for a comprehensive state law and state funding for special education. This law established "child study, counseling, adjustment and special instructional services for persons over the age of five whose learning is retarded, interrupted or impaired by physical or mental handicaps." It further directed that specific standards be developed for all special education programs and provided for state reimbursement to school districts which adhered to state standards.

Up to this time, funding for special education had been limited to the education of physically handicapped children. No funding had been provided for programs for children with other types of handicaps despite the 1939 law which provided for a supervisor to assist in the development of such programs in school districts throughout the state.

Unit Funding

Programs developed prior to 1945 for the deaf, blind, and crippled involved relatively few children and were reimbursed on a "per child" basis. The new programs authorized in 1945 greatly increased the number of children eligible and made this basis of funding impractical. Thus, reimbursement for the new programs was set up on a "per unit" basis (teacher plus a minimum number of eligible children), and the Division of Special Education was authorized to approve new units.

The unit concept was a progressive one and was intended to create an equal sharing of expenses between the state and local districts. Am. S.B. 65 provided a specific sum for the state's share; however, there were no provisions for adjustment of this amount. As costs escalated after World War II, the portion of support from the state decreased until, at its lowest point, the state paid only 27 cents instead of 50 cents of every dollar allocated for each unit.

School districts had to absorb the balance of the costs in order to maintain the new programs. Many of the poorer rural districts could not afford such costs. Not until the entire school foundation program was reorganized and all programs (general, special, and vocational education) went on a unit-funding basis was this problem resolved for some of the rural areas.

Program Expansion

By the close of the 1945-46 school year, the first in which Am. S.B. 65 was effective, programs had begun to expand. Units increased in a single year from 206 to 267 for slow learning, from 7 to 23 for speech and hearing, and from 41 to 65 for child study. Expansion was voluntary because special education laws in Ohio and most other states were permissive at that time, based on the theory that better programs would develop if school districts themselves chose to offer them.

Emerging Need for More State Supervisors

The expanded programs which resulted from the 1945 legislation led to the need for increased state supervision. The small number of children in programs for the physically handicapped had been the responsibility of one state department supervisor who also coordinated statewide programs with minimum supplementary help. The greater number of pupils in the new programs and the rapidity with which those programs developed meant that one supervisor could not keep abreast of all program needs, let alone give constructive leadership. Director McIntire believed that there should be at least one state supervisor in each special education field.

Inservice training for Youngstown classroom teachers

Program Leadership and Development of Inservice

At the local level, there was a critical shortage of trained personnel to staff local programs, and universities had not yet developed enough preservice and inservice training programs to meet the growing demands. In 1946 McIntire proposed the employment of additional supervisory staff to facilitate state leadership and to aid in training special education teachers. Through the cooperative efforts of McIntire and Herschel Nisonger of the Ohio State University, four such people were employed: Helen Appeldoorn, Alma Ward (Jones), and Amy Allen for the slow learning program and Raymond A. Horn for the speech and hearing program. Their responsibilities were to organize instructional and inservice programs in school districts and to teach courses and develop workshops at the Ohio State University.

Along with the division's psychologist, P. O. Wagner, these individuals became spokespersons for special education in Ohio and encouraged school districts to establish programs. They made districts aware of the new programs and the availability of state funding, helped them recognize the need for these programs, and aided in the identification of children for the programs. There was no ceiling on the number of units. Program expansion was the emphasis from 1945 to the late 1960s when the legislature set the total number of special education units that could be approved in a given biennium.

In 1947 the legislature authorized contractual services between the Ohio Department of Education and state-supported universities for classroom and inservice training of teachers of handicapped children. Those persons employed under such contracts functioned as supervisors in the Division of Special Education and as instructors at the universities. Under this law, Kent State, Ohio State, and Ohio universities participated in the program. Thus, special education teachers in northeastern, southeastern, and central Ohio had access to inservice opportunities.

Expansion of Inservice and Preservice Training

In 1946 and 1947, the staffs of the Ohio State University's Bureau of Special and Adult Education and the Ohio Department of Education's Division of Special Education jointly sponsored summer workshops for special education teachers. These workshops served well to update teachers of the physically handicapped but were insufficient for the untrained and undertrained teachers in the slow learning programs. Therefore, expanded workshops for teachers of slow learners were developed cooperatively between the division and Bowling Green State, Kent State, Miami, Ohio, and Ohio State universities and were held annually from 1950 through the 1960s.

Retraining workshops were held at Kent State, Ohio State, and the University of Cincinnati to enable other special education teachers to meet certification requirements which became effective in 1950. Other inservice efforts included regional, school year conferences which were developed cooperatively between the Division of Special Education and school districts which had exemplary curricular programs.

Because even these efforts did not meet all the needs for teacher training at that time, Division of Special Education staff taught preservice and inservice evening courses during the regular school year that conferred university credit. The Ohio Department of Education recognized that adequate programs could not be developed unless teachers had sufficient knowledge with which to proceed. Therefore, time spent on preparing teachers was a legitimate part of the division's responsibilities.

State Publications

Publications issued by the Ohio Department of Education continued to be important in the development and improvement of special education programs. They were a link between the Division of Special Education and school district personnel. These materials aided teachers and administrators in such areas as setting up classes or programs for handicapped children, understanding interrelationships between special education and general education, and becoming familiar with curricula and instructional materials. Two of the earlier publications in this period were a bulletin for the speech handicapped, written by Ruth Beckey Irwin in 1948, and the first handbook for the slow learning program, written by Amy Allen in 1949.

Further Professional Training

Efforts to improve the preparation of special education professionals continued in the 1950s. Some public and private universities began to offer degree-granting programs at the undergraduate and graduate levels. Three inter-university councils—one in special education, one in school psychology, and one in speech and hearing therapy—were organized to monitor the universities' efforts and to effect program changes. The supply of adequately trained personnel was especially critical in the areas of deaf, slow learning, school psychology, and speech and hearing where there were great demands for programs. Many districts, particularly those in rural areas, operated with partially prepared teachers and therapists or did not offer these programs due to lack of personnel.

Bowling Green State University
Kent State University
Ohio State University
Miami University
Ohio University
University of Cincinnati

State universities involved in expansion of inservice and preservice training during the 1945-1974 period

State Standards for Special Education

The 1945 law directed that state standards be developed for all program areas. Guidelines already were in existence for deaf, hard-of-hearing, blind, partially seeing, and crippled children. In accordance with the 1945 law, additional guidelines were established for slow learning, speech and hearing, and school psychological services.

The first record of certification for special education teachers was in 1949. In a document titled *A Statistical Summary of Teacher Supply and Demand*, temporary certificates were listed in the areas of the physically handicapped and mentally handicapped. In 1950 regulations for the certification of personnel in special education were approved for teachers of the deaf and hard-of-hearing, physical therapists, occupational therapists, and speech and hearing therapists. Regulations were also formulated for the certification of teachers responsible for home instruction and for sight saving, orthopedic, and slow learning classes. Certification standards for school psychologists and teachers of the blind were added in 1959.

Legislation to Pay Excess Costs of Instruction

The public school programs were in need of additional financial assistance because rising costs left school districts operating these units at a loss. The greatest losses were in the city school districts which operated cooperative programs that included students from surrounding districts. Although tuition payments were made for nonresident students, they were not sufficient to cover the costs of the program.

A study by the Ohio Public Expenditures Council, in addition to prodding by the major cities, led to the enactment in 1949 of an excess costs payments bill. This law permitted the operating district (e.g., Cleveland) to charge the sending district (e.g., Lakewood) for the difference between the per capita amounts the operating district received from the state and the actual cost of operating the program. Contractual agreements were permitted between the operating and sending districts. Direct payment was authorized to the operating district for the excess costs as agreed on in the contracts. This greatly alleviated the financial strain on the operating district and made it more willing to accept nonresident students.

Need for More Assistance to Parents Recognized

Recognition that supportive parent education is important for parents of all handicapped children was indicated as a "need for the future" in the final (1951) report of the Committee on Special Education, Ohio Commission on Children and Youth:

> *More assistance to parents in understanding and accepting handicapped children.* This implies honesty and kindness combined with a realistic guidance on the part of professional people concerned, in order that the parents' treatment of a child shall not lean too heavily toward the extremes of over-protection or rejection. Help of this kind should come long before the child reaches school age. Clinic and professional services should be within the geographical and financial reach of all parents of handicapped children.

With the exception of some efforts on behalf of the parents of preschool deaf children, little response to this need developed during this period.

School Survey Committee Issues Manahan Report

In 1955 the results of a comprehensive school survey were issued by the Ohio School Survey Committee. Chaired by William L. Manahan, member of the Ohio House of Representatives, the committee conducted its survey in accordance with legislation enacted by the Ohio General Assembly. The purposes of the survey were to make a general appraisal of the schools of the state, to study the school foundation program and all Ohio laws relating to public school education, and to make recommendations to meet identified needs.

Several of the recommendations in the Manahan Report had an impact on special education. The most pervasive of these was the following:

> Each school district should make full provisions for the exceptional child. This means that the special needs of the educationally gifted, the slow learner, and the physically handicapped should be met. This should be kept in mind in the development of the state program of financial support, and in the making of recommendations concerning district reorganization.

With regard to financial support for schools, the Manahan Report proposed an increase in the state's share of the foundation program and distribution of state funds on the basis of classroom or teacher units rather than number of pupils. Units for teachers of exceptional children would be calculated in accordance with a state plan approved by a state board of education. Approved units in local school districts would be allotted to county boards of education which would provide cooperative services to the local districts in the county. Thus, smaller school districts which could not provide all programs and services based on their own school population could benefit from services arranged through the county office. The recommendation for unit funding for all programs, including special education, became law in 1956.

One of the recommendations in the Manahan Report that dealt with school district reorganization was a proposal to reconstitute the county office as a service agency for all school districts in its area. To assist local school districts in which there was a shortage of supervisory staff, the county offices could be expanded to provide teachers with more direct help, supervision, and inservice opportunities. The report further encouraged the preparation or reeducation of administrators and supervisors through well-planned programs for leadership development.

Legislative Response to Manahan Report

The Manahan Report called for a state board of education to establish and strictly enforce minimum standards for all schools of the state and to improve certification requirements for teachers. A few months after the report was released in 1955, Amended House Bill 212 was enacted. This law created a state board of education which was directed to "formulate and prescribe minimum standards to be applied to all elementary and high schools in this state for the purpose of requiring a general education of high quality," including standards for the certification of teachers, administrators, and other professional personnel. With regard to special education, the law included the following statement:

> The state board of education shall prescribe standard requirements for day schools for the deaf, blind, crippled, and slow learners, and for other instruction and services for all types of handicapped persons . . . and for which persons any school district is entitled to state reimbursement or aid. Such requirements shall include the conditions under which such schools are conducted, or services are rendered, the methods of instruction, child study, counseling, adjustment, and supervision, the qualifications of teachers and the personnel in charge of child study and counseling, the conditions and terms under which they are employed, the special equipment and agencies for instruction provided, and the conditions of the rooms and buildings in which the schools are held.

Am. H.B. 212 resulted in action at the state level. In 1959 a new set of standards governing the training and certification of personnel in special education became effective and included teachers of the blind and school psychologists.

Raymond A. Horn Named Director

Raymond A. Horn

At this time, the leadership in the Division of Special Education changed. Hazel McIntire, who shaped and nurtured special education in Ohio for 38 years, retired in 1959. Her retirement came within a year of the death of P. O. Wagner, chief psychologist of the division. Wagner had worked closely with McIntire and functioned as her assistant while having direct responsibility for the slow learning and child study programs. McIntire was replaced by Raymond A. Horn who had initially served as speech and hearing supervisor in the division, later worked under Wagner as a psychologist, and became chief psychologist when Wagner died.

Newly appointed Director Horn brought to his position the belief that "special education programs and services emerge from the program of general education to meet the needs of exceptional children." He recognized that teachers have responsibility for a wide variety of differences within a classroom, most of which can be assimilated into the regular program so that the differences strengthen and enrich the experiences of each student in the classroom. However, general education, by its very organization, cannot resolve all problems, and teachers can reach only so far. At both ends of the spectrum, there are children who cannot be served without additional services. Special education was created to take care of those children who cannot be taught effectively by one teacher in the regular classroom.

Horn possessed strong organizational skills which he used to clarify and crystallize educational concepts and practices into written standards and policy and to restructure the Division of Special Education to enable it to serve school districts more effectively. He recognized the educational needs of new categories of handicapped children and established programs to meet those needs. Horn improved program quality by adding needed components to existing programs and by increasing teacher training opportunities. Finally, he developed mutually beneficial relationships with professional organizations and effectively used advisory committees to address statewide problems.

First Comprehensive Standards for Special Education

One of Horn's initial tasks was to implement the requirement for state standards set forth in Am. H.B. 212, enacted in 1955. He developed the first set of comprehensive standards for special education, which encompassed all the requirements of the law. These standards were adopted by the State Board of Education in 1960.

Prior to the development of the new comprehensive set of standards, program standards for special education had existed by area of handicap, and there was little uniformity among the various sets of standards. The new standards covered all special education units (deaf, hard-of-hearing, crippled, blind, partially seeing, slow learning with physical handicaps, slow learning, speech and hearing therapy, and child study services), individual instructional services, and legal dismissal from school attendance.

SCHOOL FOR DEAF

Ohio School for the Deaf students boarding bus with 1954 license plates

Standards for each area of handicap included, where appropriate, class size and age range, housing, equipment and materials, program, curriculum, and teacher qualifications. The standards permitted experimental or research units designed to provide a new or different approach to educational techniques and/or methodology related to handicapped children. Horn encouraged such experimental and research projects, many of which preceded the adoption of formal standards for such areas as emotionally disturbed, neurologically handicapped, and work experiences. The standards linked teacher qualifications to certification requirements adopted by the State Board of Education. In essence, this meant that school districts had to meet both program standards and teacher certification standards to be eligible for funding.

Individual instructional services covered home instruction for children physically unable to attend school, tutoring services for blind children and those with hearing loss, and student reader services for children with visual handicaps. The standards granted legal dismissal from school attendance on a temporary basis to children under 10 years of age and on a permanent basis to children over 10 with IQs below 50, to children between 14 and 16 with IQs below 60, and to children over 16 with IQs below 70. The standards provided for revocation of legal dismissal at any time by the State Board of Education when good cause could be shown.

Revised Program Standards

In 1962 the program standards were revised under Horn's direction. Existing programs were improved by the addition of components that enhanced their quality. A work experience coordinator was added to the standards for slow learning children, and paid internships in school psychology were included in the child study standards. Standards were adopted for new programs for neurologically handicapped children and emotionally disturbed children in residential facilities.

These new categories of handicap served children who were not appropriately included under physical and mental handicaps. Standards for the transportation of physically handicapped children (deaf, hard-of-hearing, crippled, blind, and partially seeing) were included for the first time. Reimbursement was provided for contract or board-owned vehicles, public transportation, and guide services. Individual instructional services were extended to include neurologically handicapped children.

Revised Certification Standards

Certification standards for teachers of special education were also revised and expanded during Horn's tenure as director. These certification standards covered all areas of handicap that existed at the time they were adopted in 1961. They were effective in 1963 for all public schools and in 1965 for the residential schools. Teachers were required to have training at the bachelor's level and complete certain courses in their specific area of handicap.

Handbook for Administrators

A supplement to the program standards was the *Administrator's Handbook for Special Education in Ohio Public Schools*. Developed by Horn in 1964, the handbook described the kinds of services in Ohio's special education programs and provided a review of the program standards with samples of forms and procedures. It contained complete information about special education programs in Ohio, thus making school personnel more aware of available program alternatives for handicapped children. The handbook provided a reference for the school administrator or supervisor charged with fulfilling legal requirements for program implementation.

At about this time, Horn embarked on a major restructuring of the internal operation of the Division of Special Education. He established a table of organization and split the division into three sections with each section headed by an administrative assistant. The first administrative assistants, or assistant directors as they were later designated, were Samuel J. Bonham, Jr., (special services), Edward C. Grover (physically handicapped), and Thomas M. Stephens (mentally retarded and gifted). This pattern of organization clarified the responsibilities of the staff and served as a model for other divisions in the department. It facilitated communication and the delivery of services to school districts. The administrator's handbook also contained a description of the role and function of professional staff in the provision of field services to schools.

Pupil Services Document

Another publication developed during Horn's directorship, which coordinated special education with other pupil services, was *Guidelines for the Organization of Pupil Services*. Pupil services included psychological, guidance, school health, visiting teacher, speech and hearing, child accounting, pupil appraisal, and special education services. Prepared jointly by the staffs of the divisions of Special Education and Guidance and Testing, this 1964 publication addressed the functions of each service area and established criteria for school districts to evaluate their programs. It served as a blueprint for the organization of the pupil services program in school districts of all sizes.

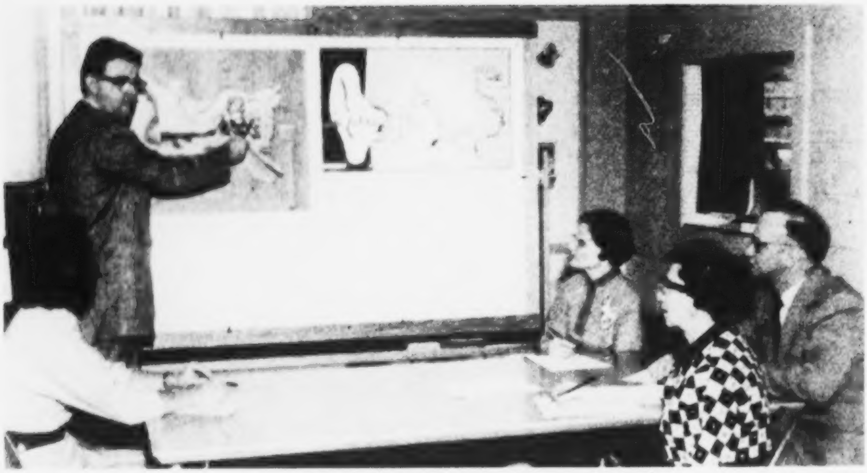
Provision for Local Supervision

Horn took the first step toward increased supervision by incorporating provision for local supervision into the 1960 program standards. Local supervision for slow learning programs had been requested for many years, but was denied on the grounds that school districts could assign their regular education supervisors to the slow learning programs.

Some of the larger cities (Akron, Cincinnati, Cleveland, Columbus, Dayton, Lima, and Toledo) had appointed supervisors for slow learning programs and usually paid for them with local funds. The visible difference between the supervised and unsupervised programs lent credence to the need for all districts to have such personnel. Supervision in other school districts throughout the state was generally lacking. Program development and improvement were difficult to implement. Slow learning programs were weak in curricular sequence, and child study programs lacked standardization.

The 1960 program standards provided for local supervisors in the slow learning and child study programs. Their responsibilities included compliance with state standards, curriculum development, and inservice education. In addition, child study supervisors were directly involved with training the intern psychologists in their districts and were responsible for many experimental programs and action research. Provision also was made in these standards for supervisory units in a district or region where there were 10 or more approved deaf classes. This, in essence, limited supervision in deaf programs to the major cities.

When Horn initiated the program for the neurologically handicapped in 1962, he included provision for local supervision. Thus, program development was expedited



Inservice training for Lancaster classroom teachers

more effectively than in earlier programs that did not provide for local supervision from the beginning.

In the program for speech and hearing, local supervision was not needed in the same manner as other programs. Because of the prescriptive nature of speech and hearing programs, therapists had already defined instructional sequence. Standards for speech and hearing provided for a program coordinator in any city or county system in which a cluster of eight or more speech and hearing therapists was employed. Such coordinators had a lower caseload in order to have released time to contact, observe, and confer with all other therapists serving the same office. This appeared to meet supervisor/coordinator needs satisfactorily.

Training of Special Education Teachers Expanded

The inservice programs which had begun in the late 1940s through teacher training contracts between the Ohio Department of Education and state universities were greatly increased under Director Horn. In the first year of Horn's directorship, contractual state funds used for inservice training of special education personnel more than doubled and continued to increase during the next few years. At the same time, Horn was actively persuading the universities to initiate or expand preservice preparation at the baccalaureate level. While most special education training at that time was offered at the graduate level, Horn recognized that it was both feasible and necessary to prepare special education teachers in undergraduate schools if the need for these teachers was to be met.

Professional Organizations Benefit Special Education

Professional organizations were in existence for special education and specific areas of handicap, including school psychology, speech and hearing, and slow learning. Horn and division staff worked with these organizations and supported their activities. The International Council for Exceptional Children (CEC), which had been created in 1922, began to emerge as an umbrella organization for all areas of special education. By the 1950s, CEC had a sizeable membership consisting of professionals dealing with handicapped and gifted children. Parent membership was also encouraged. CEC national conventions were noted for their excellence. The *Journal of Exceptional Children*, which grew from CEC's early newsletter, became the vehicle for the publication of professional research. CEC invited states to form federations of local chapters to coordinate state efforts and to resolve problems which impeded program development.

The Ohio Federation of the Council for Exceptional Children was organized in 1954 and chartered in 1957. It reorganized during the 1960s with valuable assistance from Horn. The six chartered divisions were: Council of Administrators, CEC-MR, Division on Early Childhood, Division on Career Development, Teacher Education Division, and Division for Learning Disabilities.

The Ohio CEC soon became the largest professional organization in the state for handicapped and gifted children. Over the years, it has given strong support to the strengthening of public school programs for exceptional children, has supported parent involvement in the education of their children, and has been a powerful voice for special education. The Ohio CEC has taken positions on legal and funding issues, the development of standards, and other matters related to special education.

Special Education Threatened

In 1964 legislation was proposed to eliminate special education from state law and from state funding. Supporters of special education, especially the Ohio CEC and parents of handicapped children, rallied to the cause and were successful in convincing the legislature to keep special education in the law and in the budget. This effort proved that the influence of concerned groups and parents could affect legislation.

This was also a critical time for special education in other states. Several states had special education services subsumed under more general provisions of educational law. This led to a weakening of advocacy groups and services for handicapped children. Ultimately, federal legislation—particularly P.L. 94-142—was enacted to force states with weak support for special education to develop free and appropriate programs for all such students.

Samuel J. Bonham, Jr., Named Division Director

Samuel J. Bonham, Jr.

Organizational changes within the Ohio Department of Education led to a change in the leadership of the Division of Special Education in 1965. Horn was named director of the newly created Division of Federal Assistance. He became executive director for compensatory and habilitative services in 1976 and assistant superintendent of public instruction in 1983. Samuel J. Bonham, Jr., was appointed director of the Division of Special Education in 1965. He had joined the division in 1960 as chief psychologist and later served as assistant director for special services under Horn.

Concern for the quality of education, which had been a national issue since the 1950s, peaked around the time of Bonham's appointment. There was a critical shortage of education personnel, and many of the existing personnel were not adequately trained. The problem was particularly serious in the area of special education because increased numbers of children with diverse handicaps were attending school. Many of those attending school at this time were more seriously handicapped than those to whom special educators had become accustomed. Enrollments in schools were rapidly rising because of the World War II baby boom and because medical advances enabled many children to survive conditions which would have been fatal in earlier times. Also, more handicapped children were brought to school because of changing societal attitudes.

Expansion of Programs

Director Bonham inherited responsibility for a broad range of programs which had been initiated under McIntire and Horn. Bonham built on these foundations and concentrated on expanding programs in school districts throughout the state. At that time, there was no ceiling on the number of special education units that could be approved. Bonham and his staff traveled around the state to encourage school districts to establish programs. Significant expansion occurred under Bonham, who believed programs and services should be available to all handicapped children, regardless of their geographic location. As programs became institutionalized in school districts, Bonham's emphasis shifted to improving program quality through systematic planning and delivery of services, adequate funding, an organized support system for special education, and instructional improvement.

Program expansion was enhanced by many people throughout the state who promoted, developed, and managed special education programs at the local level. Those responsible for local programs had complex roles to fulfill in working with superintendents, special educators, regular educators, community leaders, parents, board members, and state department staff on special education issues. Most of these people were trained as program leaders, but they had to acquire additional skills to manage hundreds of people and thousands of dollars. These local leaders were instrumental in managing growth and providing quality programs during the years of rapid expansion.

Staff Development at State and Local Levels

As programs expanded, there was increased need for staff development at the state and local levels. State-funded special education teacher training grants had been greatly reduced in the year preceding Bonham's appointment as director. One of his first steps was to rebuild the state contracts between the division and teacher preparation institutions. Another step was to allocate federal funds which began to flow to Ohio for training programs for teachers and supervisors of special education.

The U.S. Office of Education (USOE) provided funds to strengthen state departments of education. Through the Elementary and Secondary Education Act (ESEA) of 1965, USOE granted funds to states for the employment of staff to supervise and develop programs. This resulted in the addition of three new staff members to the Division of Special Education with responsibilities in the areas of school psychology and the educable mentally retarded, physically handicapped, and the hearing impaired.

USOE also funded training grants to overcome the shortage of appropriately trained personnel in the public schools. Long-term (full school year) and short-term (summer) grants were awarded to teachers to permit them to meet certification standards in their respective states and to secure advanced degrees so that they could assume leadership positions in special education. Early recipients of fellowship grants and the positions they ultimately achieved included Thomas Stephens, professor and

A school psychologist conferring with the school staff

chairman of the Human Services Education Department at the Ohio State University; Bill Arn, professor of psychology at the University of Akron; Bill Weidner, professor of speech pathology at Kent State University; and Jacque Cross, section chief for the educable mentally retarded in the Division of Special Education.

Federally funded summer institutes began in 1966 for the purpose of updating special education teachers and other personnel who worked with handicapped children, encouraging new program components, and initiating new instructional techniques. These institutes focused on such topics as adapted physical education, new programs in language development, and guidance counseling for handicapped children in secondary schools. In 1969 as many as 11 of these institutes covering all areas of special education were held.

Regional Planning Foundations

Improved program quality through regional planning for special education began in the late 1960s. In 1967 the Division of Special Education joined the Regional Instructional Materials Center at Michigan State University. The Michigan center, which served Indiana, Michigan, and Ohio, was part of a national network that provided instructional materials for special education. It housed new materials for handicapped children that were being developed by advancing technology.

Martha Venturi (Bonham) was appointed as the Ohio representative to this center. Venturi reviewed the materials made available through the center and consulted with her counterparts from Indiana and Michigan. Using materials borrowed from the center, she worked closely with Ohio special education teachers and encouraged multidistrict teacher involvement. Teachers responded enthusiastically to the opportunity to see demonstrations of new materials and to use them with their students. This hands-on approach facilitated the selection of appropriate materials for handicapped children and enhanced curriculum development.

Instructional Materials Centers

Because of the success of this effort, the State Superintendent's Advisory Council for Special Education, comprised of directors and supervisors of special education, recommended the establishment of a network of instructional materials centers throughout Ohio. This recommendation was implemented in 1969 when federal discretionary funds were used by the Division of Special Education to establish eight instructional materials centers (IMCs). The goal of these centers was "to develop and/or provide materials for special educators in order to improve the quality of special education programs and services within their regions."

Program Planning and Development Centers

Nine program planning and development centers (PPDCs) were also established with federal funding in 1969 "to assist the local school districts by coordinating special education resources and by planning for expanded programs and services within their regions." The PPDCs were designed to assist school districts in the identification of needed programs and services, the development of a comprehensive master plan for special education, and the acquisition of resources necessary to implement the plans.

Three other purposes of the PPDCs were to encourage multidistrict cooperation in providing special education programs and services, such as curriculum, transportation and child count; to provide technical assistance and information to school districts; and to develop community awareness of the educational needs of handicapped children. The PPDCs facilitated the exchange of information, possible solutions to problems, and innovative approaches to program planning and development.

The regional planning accomplished through the IMCs and PPDCs was very valuable to special education programs and services in Ohio. Unprecedented growth in special education had occurred in the 1960s. At the beginning of the decade, approximately 81,000 children were receiving special education services. By 1970 this number increased to over 230,000. Because of this growth, it was not economically feasible for many of the smaller rural and suburban school districts to provide programs, particularly when there was a low incidence of handicaps. Multidistrict cooperation through regional planning helped to achieve the goal of providing appropriate services to each identified handicapped child.

Through regional planning, the coordination of administrative services, supervisory and consultant services to teachers, and inservice training programs for special education personnel were made more effective and efficient. The regional concept was determined to be the best organizational approach to educating handicapped children.

Creation of the SERRCs

It became evident that a merger of the IMCs and PPDCs could maximize the use of resources, funds, and personnel in the various regions. Thus, the special education regional resource centers (SERRCs) were created and became the organizational structure for multidistrict special education services provided at the regional level. The major components of the SERRCs continued to be the IMCs and PPDCs. Expansion of the IMC concept led to the creation of instructional resource centers (IRCs) which focused on training special educators, collecting and distributing information about special education materials, and developing and improving such materials. The PPDCs continued to serve special educators by providing planning and design skills.

By 1974 a total of 16 SERRCs covered the state and served as a linkage between the Division of Special Education and school districts. They assisted school districts in the development, coordination, and management of comprehensive, quality programs and services for handicapped children. This network was an effective vehicle for the delivery of special education services and quickly put Ohio in a leadership position for the provision of services to handicapped children. The creation of the SERRC network is regarded by many as Bonham's greatest contribution to special education in Ohio.

The Division of Special Education encouraged the involvement of superintendents in the governance of the SERRCs, joining directors and supervisors of special education who already were involved. This resulted in stronger leadership and greater visibility of the SERRCs, which ultimately led to increased support for the network. The SERRCs continue to exert a significant influence in Ohio's special education programs to the present day.

Comprehensive Planning Services

Program quality was further enhanced by the comprehensive planning services provided to school districts by the Division of Special Education with assistance from the SERRCs. Since 1945 division staff had successfully increased awareness of the need for school districts to establish programs. Programs expanded greatly and became an integral part of the schools' operation. School officials planned for special education programs in terms of curriculum, staff, and facilities as they did for regular education programs.

By the late 1960s, the state emphasis shifted to the development and effective use of human and fiscal resources. There was increasing public demand for coordinated, efficient delivery of services. Thus, comprehensive planning services focused on accountability for effective services to handicapped children and for use of the resources made available to special education.

Planning for the Education of the Handicappped Child in Ohio, prepared in 1970 by the Division of Special Education, helped school districts develop an organizational structure for special education. The following long-range goals for the decade of the 1970s were set:

1950s conference team including a teacher, mother, special services coordinator, father, nurse, therapist, and principal

- To expand programs and services so that each educable, school-age, handicapped child and youth received the equal educational opportunity needed to enable him to attain appropriate educational objectives.
- To develop processes and procedures that will assure that the highest quality of educational programs and services are available to each handicapped child and youth.
- To continue an intensive search for validated program models that will serve the handicapped more efficiently and effectively.

Management objectives were established to achieve these long-range goals. A planned rate of expansion of programs and services was recommended, with suggested program priorities and increases in units for each area of handicap. Recommendations were made for regional planning in the development of programs and services, reimbursement based on cost per unit, a statewide plan for special education, and measurable instructional objectives for the individual child. This publication was the first planning document for special education in the nation and was one of the most significant special education documents prepared during Bonham's term as director. It facilitated state and local decision making and served as a guide for legislation.

State Plan for Special Education

Substitute Senate Bill 405 was enacted in 1972 and made Bonham's recommendations for a statewide plan for special education a reality. It was the first mandatory legislation applicable to all areas of special education in Ohio. This law required that every school district submit to the State Board of Education a plan for the identification and placement of handicapped children, supervision and staffing of programs and services, and provision of services to all handicapped school-age children within its boundaries. The law further required that the State Board of Education adopt a comprehensive plan for special education in Ohio and that all school districts offer special education programs in accordance with that plan.

This first comprehensive state plan for special education was issued in 1973 and evolved from the approximately 700 plans submitted by school districts. It contained four major sections: program standards, school district configurations, recommendations, and current status and projected need.

- *Program standards* had been revised after examination of the school district plans that were submitted. The new 1973 standards incorporated new delivery systems and modern technology related to the education of handicapped children.
- *School district configurations* reflected voluntary cooperation among districts in providing adequate services for the handicapped. Children with low incidence handicaps especially benefited from cooperative planning because few of the individual districts in a cooperating cluster were likely to have a sufficient number of pupils with all types of handicaps to provide programs within their boundaries.
- *Recommendations* in the state plan were aimed at achieving the goal of full services for handicapped children. They addressed such needs as increased interdistrict cooperation, programs for trainable mentally retarded children, early assistance for handicapped children, new special education units, and vocational special education units.
- *The current status and projected need* of services and their costs were presented in the fourth and concluding section of the plan.

This comprehensive state plan was designed as a blueprint for the future expansion of special education services to eligible children who were not receiving such services, although the majority of these children were attending public schools.

SERRC Involvement

The SERRCs were instrumental in the development of the comprehensive state plan, particularly in the compilation of statistical information on the number of handicapped children needing services. By the time school districts began to implement the plan, the SERRCs had established credibility in the school districts and had the technical expertise to assist their respective districts. Thus, each SERRC provided a valuable service in the development and implementation of the state plan while it established itself as a viable means of delivering services to handicapped children.

Revision of Program Standards

Program standards for special education were revised during Bonham's directorship. In 1966 they were expanded to include primary and secondary responsibilities of individuals in child study/psychological services. Day school emotionally disturbed units were also added, and individual instructional services were expanded. Transportation for physically handicapped children specifically included the neurologically handicapped for the first time, and transportation of emotionally handicapped children was authorized when they were attending a special class program.

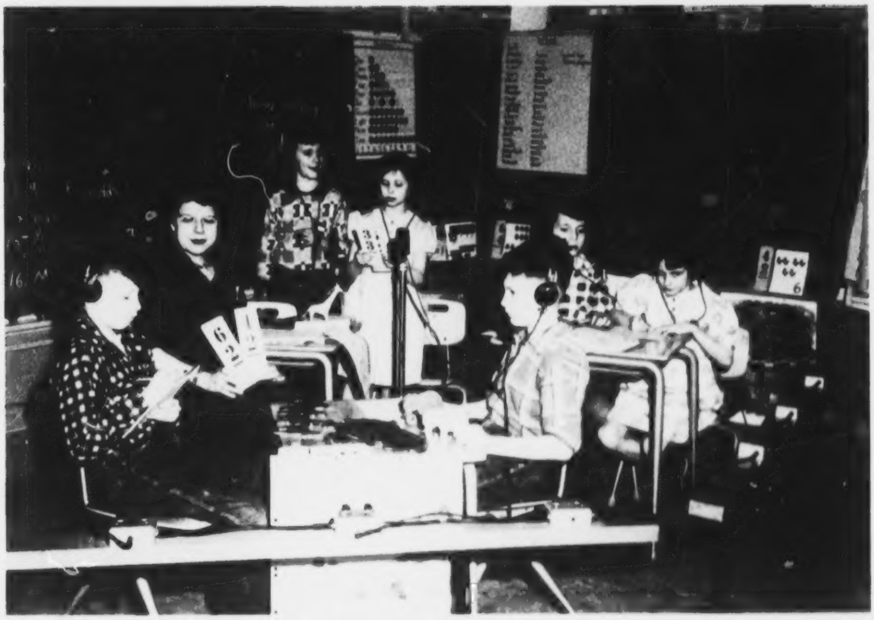
The 1966 standards broadened supervisory unit assignments to include programs for hard-of-hearing, crippled, and visually handicapped children. In all these program areas, the standards provided a supervisory unit for 10 or more classes in a district or cluster of districts.

In 1967 home instruction for severely emotionally handicapped children was incorporated into the standards. In 1972 standards provided for the transportation of educable mentally retarded children.

Substantive revision of standards in 1973 was precipitated by the development of the comprehensive statewide plan for special education. In preparing the state plan, all school districts submitted individual plans to the Ohio Department of Education. School districts reported some difficulty in providing for the needs of the handicapped under the program standards that existed at that time. Analysis of those plans verified that a change of program standards was essential to the development of a comprehensive state plan for special education.

In preparing the 1973 standards, data that had been accumulated from statewide projects and experimental programs provided the basis for the changes. Additional recommendations came from advisory committees, professional organizations such as the Ohio Council for Exceptional Children, the Inter-University Council for Special Education, the Ohio Coalition for the Education of Handicapped Children, various service organizations, and parents of handicapped children.

The resulting standards softened some of the categories. Deaf and hard-of-hearing programs were combined into *hearing impaired*, and blind and partially seeing programs were combined into *visually impaired*. The term "crippled" was retained but was modified as *orthopedically and other health impaired*. Although the term "child study" remained in the law, the program name was changed to *school psychological services*. The neurologically handicapped category was freed from the medical model and became *learning and behavioral disabilities*, and emotionally handicapped



1950s class for the deaf and hard-of-hearing with an array of instructional resources

was included in this new classification. Slow learning became *educable mentally retarded (developmentally disabled and/or educational handicaps)*. Speech and hearing services added a third component to become *speech, language and hearing services*. New standards were written for *severe and/or multiple impairments*, which permitted the inclusion of some students who were previously unserved in public school programs, and for *severe behavioral handicaps (emotionally disturbed)*.

While the child populations remained essentially the same, the 1973 standards permitted the classification of handicapped children into more specific categories as dictated by their conditions.

The 1973 standards directly addressed the evaluation of students by requiring assessment of achievement, adjustment, and social adaptability for all handicap areas except speech and hearing. Additional assessments were required for specific areas of handicap. In essence, a multifactored assessment was required, although this term was not applied at that time. The standards also required school districts to have written criteria for the placement of students in their programs and services.

Because of increased awareness of the need to train the handicapped for life beyond school, a major goal of the 1973 standards was directed toward the provision of not only academic and social skills, but also occupational skills leading to independence as an adult. This goal was stated in all instructional programs except severe and/or multiple impairments and speech, language and hearing.

Other changes in this set of standards included the addition of home instruction for severe behavioral handicaps (emotionally disturbed) and experimental individual instruction to evaluate new instructional methodology and alternative educational procedures. Transportation for handicapped children was extended to children with severe and/or multiple impairments, learning and behavioral disabilities, and severe behavioral handicaps. Reimbursement to boards of education was authorized for transportation in privately owned vehicles.

Revision of Certification Standards

Certification standards were revised in 1972, including new standards for teachers of children with learning and behavioral disabilities. Teachers of the deaf and hard-of-hearing were subject to the same set of requirements, and teachers of the blind and partially seeing also had a combined set of standards. This was consistent with the pending changes that were finalized in the 1973 program standards.

Ohio Coalition Formed

Director Bonham believed that a strong support base and an effective, unified voice were essential to special education. The number of professional and parent groups interested in various aspects of special education had proliferated. There was duplication of effort among these groups, and their positions on issues were occasionally unclear and nonsupportive of each other. This diversity reduced the effectiveness of these groups, particularly in legislative efforts.

Bonham and the Ohio CEC encouraged these groups to form a partnership for the development of public policy, legislation, regulations, and funding recommendations for programs for handicapped children. The new organization, called the Ohio Coalition for the Education of Handicapped Children, was formed in 1972 to work "aggressively and systematically to expand free and appropriate education for all of Ohio's children who have handicapping conditions." The members' talents and expertise are used in conjunction with advisors who represent agencies responsible for programs and services in Ohio. Kay Hughes, who had been a lobbyist with the Ohio CEC, served as the first head of this coalition.

Instructional Improvement

Instructional improvements, made possible largely through federal funds, were aimed at improving program quality. Between 1958 and 1965, federal support for curriculum improvements was funded through the National Defense Education Act. In 1965 passage of the Elementary and Secondary Education Act significantly raised federal aid to education. A number of competitive grants for experimental projects, based on criteria set forth by the Ohio Department of Education, were awarded to school districts during the 1960s.

The concepts tested in these experimental projects included the use of aides in classes for the multihandicapped, adaptation of driver education for orthopedic and EMR children, development of personal self-help skills for the retarded, and early childhood education for the handicapped. These projects motivated school personnel to use their professional strengths and to improve public relations in their communities. Federal funds were also directed to program development for handicapped children in state-operated institutions.

Other grants were awarded to school districts, universities, and public agencies which agreed to develop long-range (usually kindergarten through secondary school) instructional improvement projects. Preference was given to research and demonstration projects which included urban, suburban, and rural settings so that the knowledge gained could be adapted to a variety of school settings. Consideration was also given to projects in which cooperating agencies participated, because it was evident that schools alone could neither solve all problems nor be solely responsible for services to the handicapped. Representative of these efforts were the Mentor Project, Ohio HELPS, Operation Breakthrough, and Directive Teaching Instructional Management System.

The Mentor Project

A curriculum grant went to the Mentor Exempted Village Schools to develop a curriculum for educable mentally retarded (EMR) children, formerly called slow learning children, and to train teachers in the use of that curriculum. Mentor had reviewed previous curriculum efforts and decided to build upon the Persisting Life Problems program that had been developed in the Cincinnati City Schools. This program focused on helping EMR children attain 14 self-sustaining life skills for adulthood: reading, writing, arithmetic, citizenship, health, safety, travel, homemaking, earning a living, managing money, understanding oneself, using leisure time, understanding the physical environment, and appreciating beauty.

With Thomas Noffsinger as director, the Mentor project operated from 1970 to 1975 and involved over 4,000 teachers of EMR pupils in 190 school districts. The project included an inservice component which emphasized training teachers to write and implement behavioral objectives according to age-level needs. The writing and field testing of behavioral objectives and the analysis of their role in local curriculum development were the major thrusts of the Mentor project.

Ohio HELPS — A Computerized Retrieval System

Ohio HELPS (Handicapped Education Learner Planning System), initially part of the Mentor project, was a computerized retrieval system that focused on child learning, teacher learning, and support service personnel learning. Ohio HELPS organized a great number of resources available to teachers to use in planning individualized instruction. It was developed in 1973 by James Daiker with the cooperation of Battelle Memorial Institute and was modeled after the University of Buffalo's computer-based resource unit for general education. Pupil characteristics and short-term objectives were entered via telephone into a remote terminal which, in turn, produced a listing of materials, activities, instructional objectives, and evaluation methods that were appropriate to individual needs. Ohio HELPS also provided competency-based training in curriculum skills for teachers and support service personnel.

The project was moved to the Miami Valley SERRC in Dayton in 1975. Because computer-based technology was not in general use in public education at that time, widespread application of this concept did not occur.

Operation Breakthrough

Operation Breakthrough focused on the effective use of behavior modification and diagnostic teaching techniques with handicapped children. These instructional approaches were so new at this time that many experienced teachers did not have training in these areas. Training was targeted to 40 selected nonteaching special education leadership persons through seminars and supervised teaching experiences. Participants were required to develop a program for a specific child. The trained participants then acted as resource persons and trained teachers and other professional staff in their respective school districts. In the second year of the program, each participant and his or her staff trainees wrote and implemented programs for 10 children, thus rapidly multiplying the impact of the program.

Operation Breakthrough began in 1970 in five SERRC regions of the state: Central Ohio (Columbus), Northwest Ohio (Toledo), Northeast Ohio (Akron), Southwest Ohio (Middletown), and Southeast Ohio (Athens). It required regional and state cooperation involving facilities and personnel from local education agencies, the state education agency, and participating state universities.

The project provided a means of retraining a large number of teachers in a relatively short period of time. It also gave nonteaching professional staff a better understanding of classroom problems. Because the children involved made visible improvement in behavior, attitude, and achievement, parents were very supportive of the project. It also helped to enhance the use of practical experiences to reinforce theory and content in university training programs. At the graduate level, three of the state universities involved in the project (Bowling Green State, Ohio, and Ohio State universities) continued to offer a modified version of the project for regular and special education teachers for several years. The "Master Teacher Project," still carried on at Ohio University, is an updated edition of the original project.

Directive Teaching Instructional Management System

The Directive Teaching Instructional Management System (DTIMS), initiated in 1970 by Thomas Stephens at the Ohio State University, was an individualized instructional system directed toward children with learning and behavioral handicaps, but the techniques and instructional sequences of DTIMS lent themselves to adaptation with almost all children. Stephens had observed that, while individualized instructional techniques had long been advocated by educators, teachers seldom used them because implementation was difficult and time consuming.

With this observation in mind, Stephens developed the project to help classroom teachers assess students prior to instruction, to develop a plan based on that assessment, and after using the plan, to evaluate the effectiveness of the instruction. DTIMS used the principles of behavior analysis and reinforcement, concentrated on assessing the entry-level academic and social skills of the students, and designed learning environments and procedures for finding appropriate strategies to teach instructional skills. The system and materials that were developed were field-tested in the Columbus and Springfield schools and in other parts of Ohio. Following completion of the project, directive teaching programs continued to be used throughout the United States.

Noteworthy Legislation

Several noteworthy laws were passed during Bonham's term as director of the Division of Special Education. In 1967 the legislature enacted a law and allocated funds for the provision of auxiliary services to pupils attending chartered nonpublic schools. Services included programs for the deaf, blind, emotionally disturbed, and physically handicapped and for speech and hearing services. This action extended the state's commitment to all of its handicapped children.

In 1973 legislation authorized the assignment of special education units to joint vocational school districts. As a result, vocational schools developed and adjusted programs to accommodate handicapped children. This, in turn, gave handicapped children extended opportunities to receive vocational training.

The legislature also authorized counseling programs for parents of handicapped children in 1973 and permitted school districts to extend their programs and

A crippled lad, possibly one afflicted by polio or cerebral palsy, being trained to become a productive student

services to children below the minimum age requirements set in law. In essence, this was the beginning of early childhood programs for handicapped children.

Physically Handicapped

Programs for physically handicapped children were well entrenched in Ohio's public schools and the residential schools for the deaf and the blind prior to 1945. Between 1945 and 1974, there was increased demand for programs and funding.

Costs of Programs for Deaf and Blind Studied

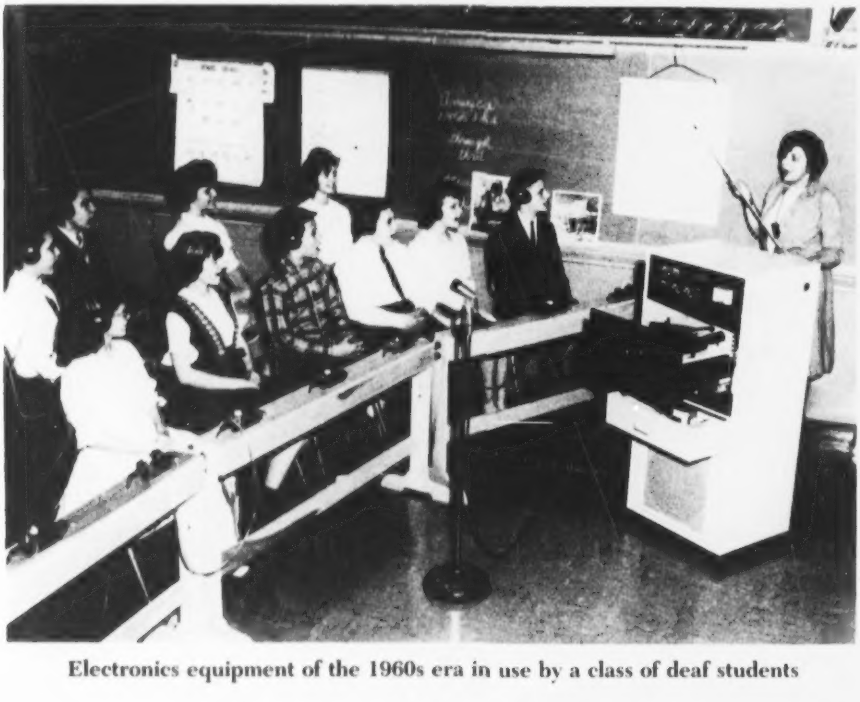
In 1948 the Post War Program Commission requested that the Ohio Public Expenditures Council compare the costs of education programs for deaf and blind children at the residential schools with programs in the public schools. The comparison period was 1941 through 1947. Even when the cost of boarding homes for day school pupils was included, the cost of education in the public schools was substantially less.

Residential schools pointed to the quality and comprehensiveness of their educational programs, while public schools emphasized increased opportunities for handicapped students to have the experiences, responsibilities, and activities of non-handicapped children. This study resulted in greater support for the public school programs and increased coordination and cooperation between residential and public school programs.

Changes in Treatment and Admission Criteria

Improvements in the early diagnosis and treatment of children with physical handicaps, coupled with increased efficiency of appliances (hearing aids, optical lenses, electronic equipment, and improved braces) permitted many children who formerly attended special classes to attend regular classes. However, even with medical and technological advances, the number of physically handicapped children applying for programs rose. In many cases, the handicapping conditions could be traced back to a particular event or situation, such as a rubella epidemic.

In the early public school programs for the physically handicapped, admission was dependent on the determination that a child could "profit substantially by further instruction." An IQ of at least 70 was generally required. During the expansion years, children who applied for these programs often failed to meet the intelligence criterion because of multiple handicapping conditions. They were not just deaf, blind, or crippled but had other impairments that reduced their functioning levels.



Electronics equipment of the 1960s era in use by a class of deaf students

Programs for Children with Multiple Handicaps

Until 1969, Ohio law permitted school districts to be reimbursed twice for a pupil with two or more handicaps, provided the pupil was receiving services for each handicap. This made school districts more willing to provide such pupils with needed educational programs. Because the number of slow learning (educable mentally retarded) pupils was high in all three areas of physical handicap, those school districts having sufficient enrollments of slow learning pupils with physical handicaps were encouraged to develop separate classes for them. From 1962 to 1973, state standards for special education made provision for approval of units for slow learning children with physical handicaps.

The development of a separate program for children with severe and/or multiple impairments in 1973 solved the needs of many children, including slow learning children with physical handicaps. The new program enabled some children to return to the program for their major disability after communication skills, self-care skills, and other adjustments increased their abilities. Even when this occurred, progress was slow for these children. Teachers in the deaf, blind, and crippled programs had to use techniques different from those in which they had been trained. A more individualized, diagnostic teaching approach was used. This included a careful evaluation of mental ability, physical limitations, and skill development and an accurate description of achievement. The standard school curriculum and the philosophy of returning the child to regular classes as soon as possible were no longer appropriate for these children.

A handicapped toddler in an early childhood program checking his self-image

Early Childhood Programs

Ohio law permitted programs for deaf and blind children over the age of 3 and crippled children over the age of 5. However, most school districts did not offer early childhood programs for handicapped children. Some community agencies sponsored these programs.

Renewed emphasis was placed on establishing such programs in the public schools when, in 1973, legislation was enacted which permitted school districts to provide programs for handicapped children who were below the minimum age requirements set in law. This meant that school districts could serve deaf and blind children under the age of 3 and crippled children under the age of 5.

Under this law, school districts had to specify goals and objectives for such programs and had to report to the state on the extent to which the goals and objectives were met. The State Board of Education was responsible for determining whether the individual programs should be continued.

Home Instruction and Other Individual Services

For some physically handicapped children, especially those in rural areas, home instruction was requested. It could be provided for physically handicapped children who could not attend school even with the aid of transportation. Home instruction has always been the least desirable program because it separates the handicapped child from other children. Home instruction was designed primarily for the orthopedically handicapped child, but tutoring for the visually and hearing impaired and student reader services for the visually impaired could be approved under certain circumstances. Guide services for the visually impaired and attendant services for the orthopedically handicapped became part of individual instructional services by the early 1970s.

One form of home instruction, effective especially for the orthopedically handicapped adolescent, was telephone instruction. Telephone instruction was a two-way communication system between the school and the handicapped child's home. It permitted the child to hear and be heard by the teacher and the class. The child could recite, ask questions, and participate in group discussion. Telephone instruction is still used today and, to some degree, compensates for the physical separation from the classroom.

Secondary Programs

The emphasis in the public schools for physically handicapped children was on returning these children to the regular classroom on a full-time basis. No high school programs were specifically planned because it was assumed that, by high school age, students would be in the regular school or would receive home instruction or, if deaf or blind, would attend one of the state residential schools.

As more physically handicapped students demonstrated a need for extended special education programs, the Division of Special Education encouraged school districts to plan for secondary units and to increase the emphasis on work-study programs to develop students' occupational skills. A secondary model existed in the program for the educable mentally retarded. This model emphasized functional academics that were directly applicable to living as an adult in society. By 1973, except for the programs for severe and/or multiple impairments and for speech and hearing, the goal of programs for the handicapped was to "provide each student with academic, social, and occupational skills leading to independence as an adult."

Standards for the Physically Handicapped

In 1960 standards for deaf, blind, and crippled children were incorporated into the first set of comprehensive state standards for special education. There were separate categories for deaf and hard-of-hearing children because language acquisition and instructional techniques for the two groups were not identical. Similarly, blind and partially seeing were divided into separate programs on the basis of functional vision and eye conditions. The 1960 standards also included units for slow learning children with physical handicaps.

In 1966 program standards for blind and partially seeing children were merged under one classification called *visually handicapped*. This reflected changes in equipment and treatment which made it possible for some legally blind children to use print as their primary medium for learning. The 1966 standards encouraged the establishment of combination programs in school districts which did not have sufficient enrollment in either category to set up separate programs. Standards for boarding homes for physically handicapped children were also adopted in 1966. Work-study was included in the curriculum for crippled children in the 1966 standards and for the hearing impaired and the visually impaired in the 1973 standards. The programs for deaf and hard-of-hearing were merged as *hearing impaired* in the 1973 standards. The 1973 standards also modified the crippled category by adding *orthopedically and other health impaired*.

Deaf/Hearing Impaired

Rubella epidemics in the late 1950s and early 1960s were the primary new cause of deafness and hearing impairments and resulted in a greater number of children with hearing handicaps. Immunization programs developed later in this period greatly reduced rubella as a cause of hearing handicaps, but the effects of rubella lingered as a great concern.

Growth of Units

At the beginning of the 1945-1974 period, 88 units for deaf and hearing impaired children were operating in Ohio's public school districts. Deaf units increased to 300.8 by the 1973-74 school year. The increase was due, in part, to medical advances which enabled children to survive serious childhood illness and to parental preference that children live at home and attend school daily rather than enter a residential program.

Oral Versus Manual Communication

Development of communication skills and refinement of the academic program continued to be the major emphasis for deaf and hearing impaired children. Early in the period, as required by state law, all deaf children in the public schools

Combined oral and manual communication in apparent use

were taught oral communication. If this was not effective after one school year, children were transferred to classes where manual communication (signing) was taught.

By the early 1970s, many schools were beginning to adopt a combined or total communication method. Because each approach was effective for some children, the major determination in the schools was which method was the most appropriate for each student. Methodology continued to be an important issue even into the late 1970s and 1980s.

Leiter International Scale

Clinics held at the state residential schools since the 1960s have evaluated deaf children for determination of appropriate placement and educational needs. If the children were not admitted to the state residential schools, suggestions were made to school officials for programs at the local level. The evaluation of the hearing impaired also was assisted by the study "Predicting Achievement for Deaf Children," conducted by the Division of Special Education and the Dayton City Schools in 1963.

Traditional psychological tests had always been less accurate with deaf and seriously hearing impaired children because of the communication problem, and performance tests did not fully measure those abilities related to school success. The 1963 study suggested that the Leiter International Scale (developed by R. G. Leiter, a psychologist working in Portsmouth, Ohio) was the best single predictor of deaf children's readiness for initial placement and of their academic progress in school programs. The Leiter scale was the dominant test instrument for the deaf for many years and is still used as a part of the multifactored evaluation for hearing impaired children.

Public School Programs

Public school personnel working with hearing impaired children were constantly seeking ways to improve the quality of speech production in their pupils. In 1968 the Columbus City Schools agreed to become a demonstration center for a verbo-tonal speech production method developed by Guberina of Yugoslavia. The program emphasized low frequency sounds and used sound amplification and rhythmic body movements with certain sounds. Many of the children developed improved language production with better fluency and inflection.

However, because the Columbus program concentrated on speech and oral language to the exclusion of other curriculum areas, pupils were delayed in acquiring basic reading and arithmetic skills. Parents did not approve this sequence of instruction. Teachers felt that the goals were difficult to accomplish on an individual basis, especially with the profoundly deaf, and that the Guberina method was too time consuming. Some thought it would be better to incorporate the program into the general curriculum, especially with younger children, but this was not permitted under the original study.

The Kent City Schools in 1969 worked on a project to improve the teaching of sentence structure to the deaf. This involved making films, with classroom activities as the subject matter, and using programmed worksheets. Student interest was high, and teachers felt that these activities facilitated the mastery of simple sentence structure.

Programs for Parents of Deaf Preschoolers

The provision of classes for hearing impaired children between the ages of 3 and 5 has remained permissive in Ohio since 1898. In the 1945-1975 period, there was little movement to expand programs for children below the age of 5 beyond the few cities that had already established such programs. However, in 1949 legislation was enacted that provided for education programs for the parents of preschool deaf children. The programs included parent classes, correspondence courses, nursery schools where parents and children could enroll as pairs, personal consultations and interviews, and other methods that permitted hearing impaired children to construct a pattern of communication at an early age.

One method involved Mrs. Spencer Tracy who was brought in from California to address parent groups throughout the state. Because their son, John, was born deaf, the Tracys had a great concern for the education of the deaf. Mrs. Tracy initiated the clinic and preschool at UCLA and took an active part in its training program not only while John was growing up but also long after he reached adulthood. Mrs. Tracy's correspondence course for parents of the preschool deaf, which had proven successful in California, was used by many Ohio parents.

In summary, the 1949 law gave impetus to parent education programs and came at a time when it was less apparent than it is now that the preschool years are especially critical for handicapped children.

Cooperative Facilities Permitted

Another step forward was a 1967 law which permitted two or more school districts to share in the costs of school building projects, including schools for handicapped children. At the time this law was passed, East Cleveland was operating a program for deaf children from its own and neighboring school districts, but the building which housed these classes was becoming overcrowded. Following the enactment of Am. S.B. 303 in 1967, the districts involved agreed to share the costs of a regional building. Mayfield Heights provided the site, and in 1969 the program transferred to the new Millridge Hearing Center where it continues to the present day.

Blind/Visually Handicapped

As in other areas of physical handicap, the causes and types of visual impairments changed during the 1945-1974 period. Rubella was a significant contributing factor to blindness and vision problems. Also, during the 1940s and 1950s, there was a rise in the number of children with retrolental-fibroplasia, a condition which resulted in no vision or cloudy vision due to growth of tissue behind the lens.

Units for the Blind and Visually Impaired

During these years, the number of units for blind and visually handicapped children remained fairly constant. In 1945-46, there were 86 units. This number was virtually unchanged in 1973-74 when there were 85.5 units. Even so, it appears that all identified blind and visually handicapped children were being served.

Braille book in use, perhaps one from the Central Registry for the Blind at the State School for the Blind

Itinerant Teacher Model

By the 1950s, some visually handicapped children who lived in rural areas still lacked services because of the high costs of boarding homes, transportation, and other services. Also, some parents did not want their handicapped children to leave home to attend the state blind school or to board through the week at a foster home. In Hillsboro, for example, enrollments in the visually handicapped class decreased, and transportation problems mounted in the three rural counties (Adams, Clinton, and Highland) that the school district served.

In 1953 a new approach was suggested by Evelyn Eisnaugle, state supervisor for partially seeing, blind, and crippled programs. This approach was eagerly accepted by the Hillsboro teacher, Mary Hamilton, and her superintendent. Hamilton, who had been a teacher of partially seeing children since 1934, became an itinerant teacher who traveled the three-county area to work with the children and their regular classroom teachers. She also acted as a liaison between the schools and other professionals. This itinerant teacher model was successfully adopted in other rural areas and some city school districts. The itinerant program made it possible for a greater number of visually handicapped children to function successfully in regular classes.

Ohio's itinerant model received national recognition from the National Society for the Prevention of Blindness and the American Foundation for the Blind in 1956. Also, Simone Delthil, supervisor of programs for "les enfants amblyopes" in Paris, France, visited classes in Ohio for the blind and partially seeing. She wrote about her observations in the annual report of the Ophthalmological Society of Paris. Being particularly impressed with the itinerant program, she recommended its incorporation into Parisian schools.

Age Requirements Lowered

Legislative support for blind children of preschool age came in 1953 with enactment of a law that lowered the entrance age of such children in public school classes from 5 to 3 years of age. Upon enactment of this law, the Division of Special Education and the State School for the Blind jointly sponsored a clinic to assist parents in preparing their children to enter school. The psychologist tested the children while other staff members interviewed and counseled the parents, observed the parents and children, and did experimental teaching. This three-day experience resulted in remarkable changes in the blind toddlers.

Programs for Slow-Learning Blind Children

In 1958 representatives from several city school districts which operated programs for the visually handicapped met with state education personnel regarding the evaluation and educational placement of slow-learning blind children whose numbers had risen following a rubella epidemic. They also discussed slow-learning deaf and crippled children, but decided to concentrate their efforts on the slow-learning blind.

Although no specific solutions were found to serve these children, the needs of those with more than one handicap were recognized. Specialized instruction was made available over the next few years in regular slow-learning classes, which were adjusted to meet the needs of blind children. Over a period of time, the major cities having classes for the blind incorporated slow-learning units into their programs for the visually handicapped. Supplementary assistance for slow-learning blind children was provided by the Bureau of Services for the Blind. Since the initiation of programs for children with severe and/or multiple impairments in 1973, it has been recommended that slow-learning blind children be served through that option.

Instructional Materials

Instructional materials for public school programs for the visually handicapped were generally developed locally. However, beginning in 1962, an important source for materials was available to public school programs from the Central Registry for the Blind at the State School for the Blind and from the American Printing House for the Blind in Louisville, Kentucky.

Crippled/Orthopedically and Other Health Impaired

During the 1945-1974 period, fewer children had post-polio and other post-infectious conditions due to such medical advances as the Salk vaccine. This coincided with the increasing survival of children with extensive cerebral palsy involvement and with deformities related to specific drugs such as thalidomide. Increasing awareness of the availability of home instruction led to more requests for this type of service for children with such conditions as asthma and rheumatic fever, as well as for pregnant girls.

Growth of Units

Units for crippled children totaled 132 in 1945-46 and rose to 224.3 by 1973-74. There was a significant change in the types of conditions included under the category "crippled," and a modification of the name of this category of handicap took place in 1973 when the phrase *orthopedically and other health impaired* was added.

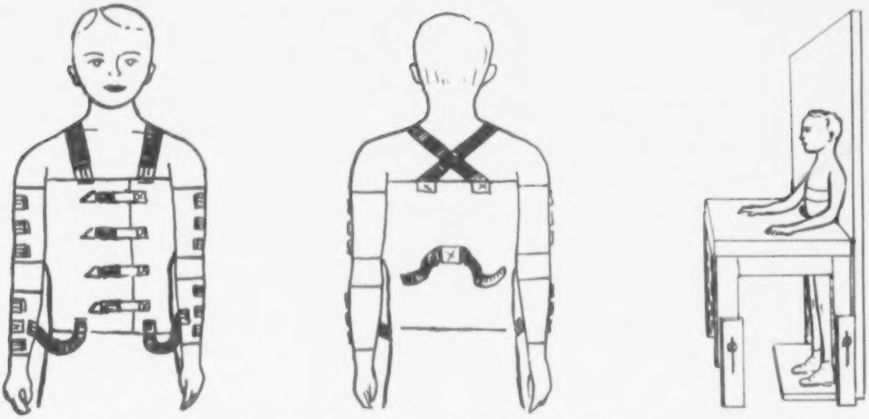
Tubercular Children Served

Educational services for children with tuberculosis developed, peaked, and subsided all within this period. A law passed in 1945 made provision for city school districts to establish special schools for children with tuberculosis. Such pupils were to be excluded from other schools, presumably to protect non-tubercular children from acquiring the disease. School districts operating such programs could not admit children from other districts, and state reimbursements were paid only to the operating districts. This was consistent with policy for all classes and schools for physically handicapped children.

As medical efforts to eradicate tuberculosis became successful, the need for these programs decreased. In 1974 the few tubercular children left in the state were either receiving home instruction or were in the few hospital classes that were still in operation.

Instruction of Crippled Children

During the 1945-1974 period, efforts were made to improve the techniques used with crippled children. Some of the initial methods used with cerebral palsied



Diagrams of arm restrainers and a standing table from *Handbook on Physical Therapy for Cerebral Palsy*

children were demonstrated in the Toledo-Youngstown experimental project conducted during the 1921-1944 era. In conjunction with that project, the Ohio Society for Crippled Children published two bulletins which specified teacher guidelines for working with cerebral palsied children.

The first bulletin, *Handbook on Physical Therapy for Cerebral Palsy*, was written in 1945 by Esther Hutchinson, physiotherapist in the Division of Special Education, and Elizabeth Lanctot, physical therapist for the Youngstown Board of Education. The directions and diagrams of Winthrop Phelps, consultant to the Toledo-Youngstown project and nationally recognized for his leadership in the field of neuromuscular disease, clarified many of the activities for people who worked with cerebral palsied children, but who were neither physiotherapists nor occupational therapists.

A companion bulletin, *The Cerebral Palsied Child Goes to School*, was written in 1946 by Della Loviner of the Division of Special Education and Edith Nichols, teacher and speech therapist with the Toledo-Youngstown project. This bulletin contained the description of non-oral reading as adapted from the program developed in the Chicago schools by James McDade. Although seldom used today, this method is still useful for certain multihandicapped children for whom other approaches fail.

Clinics for Crippled Children

A few clinics for crippled children were started in the 1940s. By the late 1960s, they were held in various counties throughout the state. County nurses brought crippled children to the clinics for physical evaluation. Staff from the Division of Special Education had to attest to the children's potential for learning before they could participate in special education.

Condon School for Crippled Children

An experimental program for severely involved cerebral palsied children was conducted at Condon School for Crippled Children in Cincinnati in the 1950s. An interesting feature of this program was the opportunity it gave to slow-learning teenagers from nearby Samuel Ach Junior High School to serve as teacher assistants for the nonverbal, nonambulatory children at Condon School. The teenagers vied for the chance to be assistants, and the cerebral palsied children were rewarded with having lunch in the cafeteria rather than in their own rooms.

At this same time, Mrs. Kellar's junior high school class for slow learning physically handicapped children at Condon gained recognition for making testing kits that were used by doctors and mothers for the identification of children with phenylketonuria. Positive diagnosis was followed by treatment in the form of a special diet. In many cases, profound mental retardation was prevented with this procedure.

Age Limit Lowered

Prior to 1973, Ohio law permitted school districts to establish programs for crippled children over the age of 5. A law passed in 1973 permitted school districts to serve crippled children below the age of 5. Nonetheless, few districts provided early childhood programs for these children. However, community agencies, such as the Ohio Society for Crippled Children and United Cerebral Palsy, sponsored early childhood programs for crippled children.

Driver Training

Adolescent and adult physically handicapped people were given new opportunities for both personal independence and employment when, in 1974, the nation's first driver simulator for the handicapped was installed at the Ohio State University's Center for Occupational Therapy. From one to six handicapped persons at a time could be taught how to drive safely in hazardous weather and traffic conditions.

Speech, Language and Hearing Services

The program in speech and hearing emerged with authorization in 1945 from Am. S.B. 65 which provided for "special instructional services for persons over the age of five whose learning is retarded, interrupted or impaired by physical or mental handicaps."

State Supervisor for Speech and Hearing

To stimulate program growth in this area, Ruth Beckey Irwin was appointed in 1945 as the first state supervisor for speech and hearing programs. Her work was supplemented by Raymond A. Horn who assisted in the supervision of speech and hearing programs and the development of inservice activities. Irwin left the Division of Special Education in 1948 and was replaced by Elizabeth MacLearie.

Program Growth

Prior to 1945, only seven speech and hearing therapists were employed in public schools in Ohio. By the end of the program's first year, 18 full-time therapists were working, and 25 began the second full year of the program. The growth in speech and hearing services, which continued throughout the 1945-1974 period, is further demonstrated by the increase in the number of therapists. By the 1956-57 school year, about 140 therapists were active in Ohio school districts. Ten years later, there were almost 500 therapists, and by 1974, over 900 therapists were providing speech and hearing services to children in Ohio.

Growth of programs in speech and hearing was due, in part, to the efforts of Division of Special Education staff who worked with school personnel to get programs started. The programs were well received by administrators because, in an era of increasing enrollments and classroom shortages, there was no need to assign a full-sized classroom to a therapist who worked with one student or very few students at a time. Speech and hearing programs were also popular with parents because improvement in the children was quickly evident. Most of the children served had articulation problems, many of which were remediated in a year or less. Parents also approved of the "mainstreaming" concept that was used in speech and hearing programs whereby the children left their regular classes only for the time they were in therapy. Thus, these programs were viewed as very successful by both professionals and parents.

Role of Speech and Hearing Therapists

In the early years of speech and hearing programs, therapists were responsible for assisting school districts in the selection of children for speech correction services and the identification of children with mild hearing impairments; providing appropriate speech and hearing therapy, including auditory training and speech reading (lip reading); and referring children, as appropriate, for psychological, otological, or other medical services.

Over the years, the role of the therapist was broadened. When time permitted, the therapist was encouraged to assist children in transferring newly acquired skills to the classroom and home by working with children, teachers, and parents; to consult with the professional staff about the development of appropriate inservice training programs; to cooperate with school health personnel in the development of an appropriate hearing screening test; and to cooperate with community agencies, resources, and facilities concerned about children with speech and hearing handicaps.

In order to fulfill these responsibilities, the therapist was allowed four to four and one-half days to provide direct service to children and one-half to one day (usually called coordination time), to consult with parents and teachers, and to carry out other related duties. Activities during coordination time varied greatly depending on the training and experience of the therapist and the philosophy of the school district.

Certification and Program Standards

The interpretation of the initial certification requirements for teachers mandated that the speech and hearing therapist be qualified to teach both the hard of hearing and the speech handicapped child. This dual pattern was not practical for the developing role and function of the therapist, so an advisory committee was formed to study the problem. Following the committee's recommendations, new certification requirements, which became effective in 1948, established speech and hearing as a single program. The therapists were required to have training not only in the areas of speech and hearing but also in psychology and special education.

Early standards for speech and hearing were published by the Ohio Department of Education in 1948 and 1956. Revised standards were included in the first set of comprehensive standards adopted by the State Board of Education in 1960. In 1973 the standards were again revised, and the program name was changed to *speech, language and hearing services.* More emphasis was placed on the assessment of receptive and expressive oral language problems and the provision of related therapy. Written criteria for pupil eligibility and termination from programs were required. Thus, the therapist was required to follow more specified guidelines and procedures. This emphasis on language diagnosis and therapy began to involve the therapist in more cooperative work with psychologists and teachers in all handicap areas. The expertise of the therapists in language was so valuable that some administrators urged therapists to allow other professionals, such as nurses, to be more active in routine processes such as hearing screening.

Involvement of Professional Organizations

Valuable suggestions regarding both program and certification standards were provided during the 1945-1974 period by professional organizations. The Ohio Speech and Hearing Association and the Ohio Inter-University Council of Trainers of Speech and Hearing Therapists polled their members and submitted recommendations to the Division of Special Education.

Shortage of Speech and Hearing Therapists

The major problem during this period, as in other areas of special education, was a critical shortage of personnel caused by rapid expansion of programs, lack of university training programs, and high staff turnover. By the early 1970s, the personnel shortage was slightly less critical due to the establishment of university training programs and preservice and inservice activities by the Division of Special Education. Attention shifted to the task of acquainting therapists with new developments in audiology and medicine. With additional information, therapists began to change their instructional methods.

Countywide Demonstration Project

Provision of speech and hearing therapy was much more difficult to develop in rural areas than in more populated centers. Thus, services grew more rapidly in the cities. In the late 1950s, Supervisor MacLearie became concerned about the lack of services to rural children with speech and hearing handicaps. She enlisted the cooperation of school districts in Athens County for a countywide demonstration project conducted during the 1960-61 school year. The project focused on the use of speech and hearing therapists to service the individual needs of rural children. During the school year, approximately one-half of the children with identified problems received therapy.

The results for this group of approximately 300 students were very positive. All but seven children either had their problems corrected or showed measurable improvement. This compared favorably with progress in urban centers. The success of the program in this rural county encouraged school personnel in western and southwestern Ohio to develop cooperative units for their speech and hearing handicapped children.

Intensive Cycle Schedule as an Alternative

In 1962 the State Board of Education made provision in program standards for experimental units to demonstrate new approaches. These approaches could refer to a model or to new teaching techniques and methods. In the speech and hearing program, one of the most significant experimental projects explored alternate methods of scheduling speech and hearing classes and established the intensive cycle schedule as a viable alternative to the traditional schedule. The Brecksville, Cleveland, Crawford County, Dayton, and East Cleveland school districts participated in this project.

During the experiment, one group of children was provided more frequent therapy sessions for a portion of the year, and another group of students received similar services later in the year. As a part of the scheduling, the therapist spent approximately one-half day per week on follow-up of selected cases from previous cycles. This was to ensure that gains made by the more involved children were maintained and to provide additional help, if necessary.

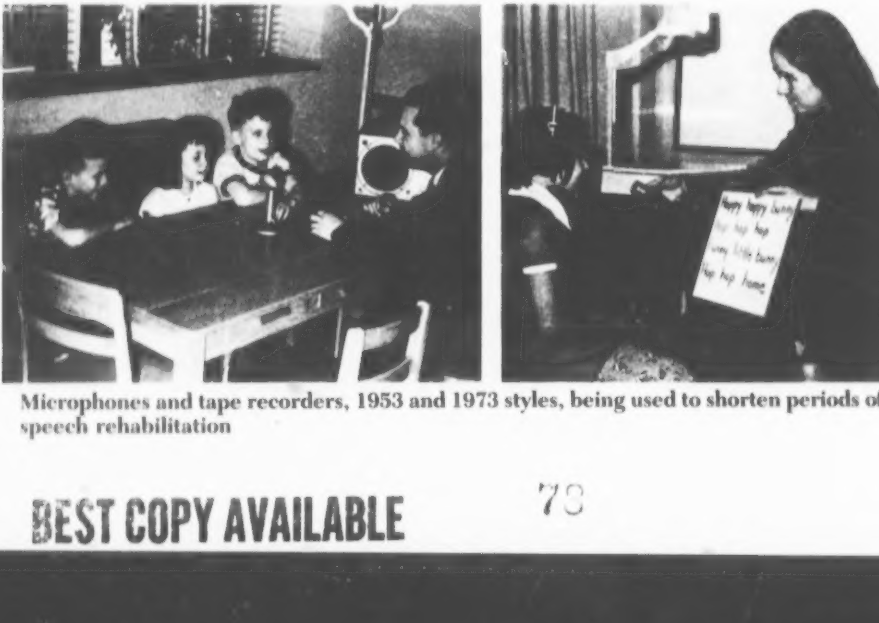
Advantages of the intensive cycle schedule were that more children could be scheduled, and those with mild difficulties could reach maximum improvement faster. This format reduced the therapist's traveling time and was especially helpful in countywide programs. A disadvantage of the intensive cycle schedule was that providing work space for the therapist often presented a problem. Also, some children with complex speech problems needed a longer, less-pressurized situation to alleviate their difficulties. Intensive cycle scheduling continues to be a viable alternative in some settings and is used by many therapists today.

Preventive Services

Another experimental approach was the provision of speech improvement as a preventive service, especially to primary grade children. The exceptional child population was changing. A larger number of cerebral palsied and other multihandicapped children were coming to school with serious speech delay or mild hearing problems. Preventive services helped to resolve some of the minor problems and, thus, the therapist was freed to work with the more seriously affected children.

Growth of Units

The speech and hearing program grew steadily throughout this period. Funding was first reported by units, rather than number of therapists, in 1960-61. That year there were 262.7 units followed by 404.8 units in 1964-65 and 882.9 in 1973-74.



Microphones and tape recorders, 1953 and 1973 styles, being used to shorten periods of speech rehabilitation

Child Study/School Psychological Services

Many educators believed that appropriate selection of handicapped children to participate in special education programs required the diagnostic services of a school psychologist. Among these were P. O. Wagner, chief psychologist in the Division of Special Education, and Benjamin Stevens, research director for the Ohio Education Association. There were some obstacles in translating these beliefs into law because many legislators considered school psychology irrelevant to school law for special education.

Child Study Programs

By substituting the term "child study" and defining it in terms of the functions of the psychologist, Wagner and Stevens were able to convince the legislature of the need for this type of service. They enumerated the functions as providing diagnostic services for the handicapped, having knowledge of school organization and operation, providing consultative services, and responding to the mental health needs of the child and family.

When Am. S.B. 65 was enacted in 1945, it enabled boards of education to establish and maintain child study services and provided reimbursement for approved child study services. The term "child study" remains in the law today; however, *school psychological services* has gradually emerged as the program name.

Role Model for School Psychologists

Wagner was recognized as a role model for school psychologists. In his opinion, individual psychological appraisal was an important part of child study. From 1945 to his death in 1958, Wagner told new school psychologists that something educationally positive must happen to the child as a result of test findings. He especially urged

School psychologists demonstrating informal counseling and individual child study

that systematic follow-up and test findings be given equal emphasis so that the psychologist would become sensitized to the application of theory and, thus, be better able to serve children referred in the future.

Wagner's concept of the psychologist's role was expanded by succeeding chief state psychologists, Raymond A. Horn and Samuel J. Bonham, Jr. From 1958 to 1959, Horn was chief psychologist, having served as psychologist under Wagner from 1948 to 1958. Bonham served as chief psychologist from 1959 to 1965. Both Horn and Bonham later became directors of the Division of Special Education.

APA School Psychologist Subdivision

While legislation for child study was being adopted at the state level, there was action on the national level as well. In 1945 the American Psychology Association established a subdivision for school psychologists. Several psychologists, including Bertha Luckey from Cleveland, contributed significantly to the birth of this unit.

Certification of School Psychologists

In 1946 a committee comprised of university trainers, psychologists, visiting teachers, counselors, and other pupil personnel specialists developed recommendations for the new profession. Because of previous experiences with some psychologists who had little understanding of the educational process, the committee believed that a strong educational orientation was needed to assure appropriate placement of children and realistic instruction. The committee's recommendations were accepted by the Ohio Department of Education's Division of Teacher Education and Certification and became the training pattern for the universities.

Certification requirements for psychologists included a master's degree, a teaching certificate, one year of teaching experience in any field, and 300 clock hours of supervised experience. At that time, the psychologist was often the highest trained person in the school.

Internship Developed

A weakness in this training program was the requirement for 300 clock hours of supervised experience. This goal was met in various ways which were frequently considered unsatisfactory by both the trainees and the trainers. Even with optimal experiences, the 300 clock hours were not sufficient to prepare the school psychologist for the complex problems encountered in schools.

Therefore, to improve the training program, the concept of a planned internship was introduced in the late 1940s by P. O. Wagner and was first implemented by John Horrocks and Harold Phelps of the Ohio State University. Various experimental internship programs were carried out over a ten-year period, with the first intern officially recognized by the Division of Special Education in Cleveland Heights during the 1954-55 school year.

Inter-University Council on School Psychology

Another thrust toward improving the quality of preservice training was the organization in 1956 of the university trainers into the Inter-University Council on School Psychology (IUC-SP). This council worked closely with the Division of Special

Education and studied preservice and inservice problems. From 1959 to the present, the council, the division, and the Ohio School Psychologists Association have jointly sponsored annual intern conferences which provide trainees with a basic understanding of the role of the school psychologist and of state and local policies and procedures.

Full-Time Reimbursed Internship Evolves

It became apparent that the major problems of school psychologists were not in theoretical knowledge, but in the implementation of theories in the school setting. The university trainers and the division staff jointly developed an internship consisting of a full school year of supervised experience in a school setting under the combined supervision of a university trainer and a practicing school psychologist approved by the Ohio Department of Education. John Horrocks of the Ohio State University was instrumental in developing and implementing this process.

A major issue in planning the internship was whether it should be a paid experience. Raymond A. Horn worked with the IUC-SP on this issue. Subsequently, the paid internship was approved by the Ohio Department of Education on an experimental basis in selected sites. The first permanent internship site was established in Montgomery County in 1958. This was reportedly the first full-time reimbursed school psychology internship in the nation. Standards for internship were adopted in 1960, and 13 interns were approved for the 1960-61 school year.

Teaching Experience Requirement Discontinued

In 1960 a survey was conducted by the Division of Special Education to evaluate the requirement of one year of teaching experience for the school psychologist certificate. Results of this survey revealed that the teaching experience of most beginning psychologists was gained in the secondary schools while most psychological services were offered in the elementary schools and that there was little similarity between the duties of the teacher and the psychologist.

This issue was addressed in 1961 and new certification standards deleted the requirement for one year of teaching experience. The previously established internship was determined to be a more relevant training program than one year of teaching experience. This action was supported by research findings which also indicated that teaching experience was not a critical variable in the training of school psychologists.

Standards for School Psychology

One of the last publications under Director McIntire, with Horn as psychologist, was *A Survey of School Psychological Services in Ohio*. Published in 1959, this document outlined the organization of services within the division at that time and contained the first set of standards for school psychology.

The first set of formal standards for child study was developed under Director Horn in 1960. These standards defined child study services as basically diagnostic and consultative. The primary responsibility of school psychologists was to serve children with physical and mental handicaps, but service could extend to all children in need of this specialized type of assistance. The standards included approval of units for visiting teachers and counselors who worked full-time with special education programs for the physically or mentally handicapped. Visiting teacher and counselor units were gradually discontinued, and in later years, only school psychologists were approved as units within the child study standards.

When the child study standards were revised in 1962, provision was made for experimental or research units and for services for academically gifted students. The major responsibility of school psychologists, in addition to identification, was to assist the school in improving the achievement and adjustment of children with physical, mental, and emotional handicaps.

Under Director Bonham in 1966, new standards for child study specified the primary role and function of the psychologists. Besides requiring 100 to 350 comprehensive evaluations per year, the standards outlined secondary functions that psychologists "may" perform. The specificity of these standards helped psychologists to focus and prioritize their efforts to provide direct services to students.

The 1973 revision of standards deleted visiting teachers and counselors from child study programs. The primary function of school psychologists was stated as "intensive study and planned services to children, teachers, and parents based on a differentiated referral system which includes child study, scheduled parent and teacher conferences, psychological report writing, and planning, implementing and monitoring intervention strategies." Maintaining an organized, confidential child study file became another duty of the school psychologist.

The 1973 standards also authorized a supervisory unit for 15 or more school psychology units in one or more school districts. Expected caseload remained at 100 to 350 students. The psychology program was also permitted to use the services of volunteers and aides, but no reimbursement for these components was provided.

Supportive Relationships

A strong supportive relationship existed between the Division of Special Education, the IUC-SP, and the School Psychologists of Ohio. School Psychologists of Ohio changed its name in 1963 to the Ohio School Psychologists Association (OSPA). These groups encouraged the division's efforts to create a publication for school psychologists. Called the *Journal of School Psychology*, it was first issued in 1963. This was the first journal for school psychologists in the nation, and it is still published to stimulate communication and research. The division's willingness to sponsor the journal for a limited time enabled the publication to become an important link for all three groups in upgrading inservice and preservice training. The IUC-SP and OSPA were also deeply involved in the development of recommendations for program and certification standards.

Ohioan Leads New National Association

The founding of the National Association of School Psychologists in 1969—with an Ohioan, Pauline Alexander, as its first president—was another professional milestone. Ohio school psychologists, as members of the new association, contributed to the development of a national voice for the importance of school psychological services.

Diversity and Staff Shortages

As child study services were added in school districts throughout the state, they took many different forms. Some programs were clinical in nature, and some emphasized psychometrics. Others focused on research, testing, and statistical classification, supervision of special education, and educational guidance. So much diversity existed that a uniform pattern of services did not emerge.

Through much of the 1945-1974 period, and especially in the 1960s, a shortage of qualified psychologists existed. The Elementary and Secondary Education Act, passed in 1965, provided support for educationally disadvantaged children and improvements in local school practices. This act increased the demand for school psychologists.

An experimental route to school psychology certification was developed with the cooperation of the Division of Teacher Education and Certification, the Division of Special Education, and IUC-SP. For liberal arts graduates who wished to pursue school psychology at the master's degree level, all the professional education courses required of teachers, as well as the internship, had to be completed. However, no specific teaching area was required. This substantially reduced the time needed to obtain school psychology certification and helped increase the supply of school psychologists. When the new certification standards were adopted in 1972, this procedure was incorporated into the standards.

University Training Contracts

There was also a critical shortage of university staff with appropriate backgrounds to train school psychologists to identify handicapped children. Legislation was passed permitting the Division of Special Education to contract with the universities for staff training. Early contracts in the 1960s went to Donald Smith at the Ohio State University, Don Wonderly at Kent State University, Venus Bluestein at the University of Cincinnati, and Carlos Cortez at Cleveland State University.

Some years later, other contracts were granted to the Ohio State University for intensive training for selected individuals with master's degrees and experience in education, to Ohio University to train master's level experienced teachers who were residents of Appalachia and who agreed to remain in the area, and to Kent State University for an experimental program to train school psychology specialists in diagnosis and prevention at the early childhood level. These training contracts helped to define important areas for school psychological services while they built up a supply of qualified personnel.

Improvements in Evaluation

Extensive development of evaluative instruments began in the late 1930s and continued through the 1970s. The basic evaluative instruments were the 1937 revision of the Stanford-Binet Intelligence Scale and the Wechsler Intelligence Scale for Children. These instruments were initially designed to measure intelligence as a predictor of learning capability. Later in the 1945-74 period, they were revised to provide substantially improved normative data and increased statistical validity and reliability.

Testing was gradually extended to include academic skills. The Wechsler Preschool and Primary Scale of Intelligence was an important instrument developed to fill a void for testing preschool children. Kephart, Frostig, and Gesell influenced psychologists in the area of developmental and perceptive evaluation and training of students. The Illinois Test of Psycholinguistics measured skills purported to underlie acquisition of language. The need for an unbiased test for the culturally deprived and minorities resulted in the System of Multicultural Pluralist Assessment.

A number of tests developed during this period were used extensively for a few years. However, later research revealed flaws which made many of them invalid and unreliable predictors. Other new and improved instruments were developed and took their places in the psychologists' evaluative repertoire. With these additions, means for collecting improved data to develop educational recommendations were readily available.

Projective evaluations had been supported by the Division of Special Education in various inservice training activities in the late 1950s. These were discontinued because they were judged to be neither cost efficient nor particularly useful in writing educational recommendations. This action underscored the role of the school psychologist in providing educational assistance instead of long-term therapeutic services.

Accountability to Parents

During most of the 1945-1974 period, school psychologists had primary responsibility for child evaluations. During the 1950s and 1960s, children were evaluated at the request of the principal or the teacher. The parents were often unaware that their child had been evaluated or placed in a special education program, as parental permission was not required. In the latter part of this period, accountability to parents increased as evidenced by the development of policies which encouraged consultation before evaluation and interpretation of the results.

Focus on Prevention Increased

A number of psychologists moved to deemphasize their evaluation role and directed more effort toward helping school administrators and teachers gain an increased awareness of the mental health and developmental needs of children. *Mental Health Planning in Education*, a 1964 publication of the Division of Special Education, presented a framework for the application of mental health concepts to education.

Prevention, as opposed to remediation, became a stronger focus. Psychologists conducted parenting groups and, in cooperation with other professionals, provided inservice on such topics as counseling techniques, behavior modification, and parent conferences. A thrust toward group work, values clarification, and child advocacy became evident in school psychology services, especially during the late 1960s and early 1970s. Evaluation of classroom climate, development of intervention techniques, and consultation with teachers on the amelioration of learning disabilities and developmental handicaps were typical activities.

Growth of Units

School psychology expanded from 17 approved units in 1945-46 to 63.5 in 1954-55, 248.2 in 1964-65, and 736.7 in 1973-74. Another illustration of this growth is in the ratio of psychologists to enrollment. The ratio changed from one per 65,559 students in 1945-46, to one per 8,985 students in 1964-65, to one per 5,430 students in 1973-74.

Slow Learning/Educable Mentally Retarded

Although Ohio had long been a leader in the education of physically handicapped children, other states moved ahead in providing for the mentally handicapped. On two occasions prior to 1946, proposed legislation using the term "mentally retarded" was presented to the Ohio General Assembly but failed to get out of committee because legislators believed that the residential schools were providing for children with mental handicaps.

Two men in leadership positions who were concerned about these unserved children resolved to change the situation. Benjamin Stevens, director of research for the Ohio Education Association, and P. O. Wagner, psychologist with the Ohio Department of Education, believed that the term "mentally retarded" was an obstacle to the passage of legislation. They worked with parents, teachers, and other professionals, using many different terms to describe the mild to moderately retarded. *Slow learning* seemed to be the most acceptable program name.

Slow Learning Programs Established

Stevens, Wagner, and other Ohio professionals provided a sufficiently positive picture of the capabilities of slow learning students to convince legislators that special education programs were essential to the welfare of these children. Am. S.B. 65, which passed in 1945, authorized public school programs for slow learners over the age of 5.

Parents and a school representative during a home visit discussing how a slow learning class will help a child

The term "slow learning" was heavily criticized by some professional groups which contended that it misled parents about the true nature of their children's conditions. Others, however, pointed out that the term described the educational manifestations of the students' conditions as contrasted with a medical term. Use of the term proved to be an effective strategy for securing services in Ohio for these children at the time. The slow learning program enabled many children perceived in regular classes as behavior and learning problems to experience the satisfaction of learning at appropriate levels, thus improving their self-images and behavior patterns.

To most school administrators and teachers outside Ohio's larger cities, special education programs for slow learning children were new ventures. The larger city school districts had some special schools or classes for slow learners for many years. However, the number of school personnel who, prior to the 1945 legislation, actually had experience with slow learning programs was relatively small.

The situation in Ohio began to change rapidly after passage of Am. S.B. 65. However, because this law was permissive legislation, some school districts did not establish slow learning programs. At the urging of parents whose children needed services, slow learning programs became mandatory in 1959 when legislation required school districts to establish such classes if parents of eight or more slow learning children petitioned for services.

In 1947, Amy Allen became the first state supervisor for the slow learning program in the Division of Special Education. Allen remained with this program for 24 years, and her name has become synonymous with the development of the slow learning program in Ohio.

Educable Versus Trainable Concerns

As the slow learning program developed, determination of pupil eligibility was a problem. Unfortunately, the program made its debut at the time that the distinction between educable and trainable retardation was being battled nationwide. Ohio required an IQ of 50 to 75 for eligibility to the slow learning program. Children with IQs below 50 were considered trainable and were excluded from public education.

Cleveland and a few other school districts had used a level of IQs below 50 for their slow learning programs and felt that they should continue to serve those children. They pointed out that the lower functioning children could not be placed back in regular classes, and no alternative existed except exclusion from school. There was no immediate resolution of this problem.

Association for Teachers of Slow Learners

Many teachers in the slow learning program were only partially trained or totally untrained in this area of handicap. In 1949, the Ohio Association of Teachers of Slow Learners was organized to facilitate communication and sharing of ideas among teachers. The association later was opened to administrators and supervisors of slow learning programs. It disbanded in the 1960s when the Council for Exceptional Children established a division for mentally retarded (CEC-MR).

Teacher Training Needs

Related to the lack of trained teachers was inconsistency in the quality of the slow learning programs. In some classrooms, children at the bottom of the ability range often were as disadvantaged as if they were in regular classes. Improperly served children often became behavioral problems, and superintendents excluded them from school. Great efforts were needed and made through inservice training to close the gap between acceptable and unacceptable programs.

Materials for Students and Staff

Scarcity of appropriate materials was another problem for slow learners. Several popular high-interest, low-vocabulary books were developed. They were readable in the sense that slow learners could call the words, but they could not understand the abstract concepts. Stanwix House, Inc., produced a reading series specifically for the developmentally delayed child. Amy Allen of the Division of Special Education and Martha Gesling (Weber), director of the reading clinic at Bowling Green State University, represented Ohio on the advisory committee. Two Ohio special education teachers, Virginia Baker and James Rudder, were among those recruited as writers and field-test teachers. From 1950 to the late 1960s, the Stanwix series filled a basic need in the education of thousands of mildly and moderately retarded children in Ohio.

From 1963 through 1965, Allen and Jacque Cross, an educational administrator in the Division of Special Education, examined thousands of books and materials submitted by over 30 book companies in an attempt to identify resources which could appropriately be used in slow learning programs. In 1966 Allen wrote *Suggested Basic Materials for Slow Learning Children* which aided teachers and administrators in planning and implementing a developmental curriculum.

Administrative Guidelines

With the rapid expansion of programs for the educable mentally retarded in the 1960s, the Division of Special Education staff could not give as much assistance to school districts in program planning and development as they had in earlier years. Thus, in 1970, Cross, who had become section chief for the educable mentally retarded, prepared *Guidelines for the Administration of E.M.R. Programs*. This comprehensive handbook delineated the sequence of steps necessary to initiate, develop, and maintain a complete 12-year program for slow learning pupils, including high school work-study and preparation for graduation. These guidelines enabled school districts to plan with full knowledge of the legal, financial, instructional, and public relations aspects of the program for the educable mentally retarded.

Curriculum Development

Curriculum development for the slow learning program was erratic during the 1950s and 1960s. The Division of Special Education encouraged school districts to develop their own curriculum and offered inservice assistance in curriculum development. Two city school districts, Toledo and Cincinnati, gained national recognition for their slow learning curricula. Toledo teachers, under the direction of Supervisor Dorothy Pasch, adapted the CORE curriculum originally developed and used in Detroit and New York City to meet the needs and resources of their students. Teachers in Cincinnati, led by Director Norman Niesen of the Cincinnati City Schools and Margaret McKim of the University of Cincinnati, developed the Persisting Life Problems curriculum.

Both the Toledo and Cincinnati curricula were designed to help mildly retarded children and youth gain the skills and information needed to become self-sufficient adult citizens and emphasized academic and functional applied learning. School districts across the United States and Canada used these curriculum guides which focused on specific life experiences that were relevant to all slow learning youth.

Services for Secondary Slow Learners

Because the slow learning program was a developmental, rather than a remedial program, the need for a 12-year sequence became increasingly evident. In the beginning, efforts were made to encourage school districts to house older pupils in the slow learning programs in secondary schools, but few administrators were willing to move in this direction. Aware that most adolescent slow learners were performing academically five or more years below the level of high school freshmen, school officials generally believed that these young people could not be accommodated in the secondary schools or meet graduation requirements. Some way had to be found to demonstrate that slow learning pupils, forced to remain in school through age 18 by the compulsory school attendance law and not appropriately served above age 13 in the elementary schools, could and should be served by the secondary schools.

The answer seemed to lie in some form of vocational training. However, slow learning pupils could not meet the eligibility criteria for vocational programs under the rules and regulations applicable at that time. After examination of programs in some pioneering school districts both within and outside Ohio, an occupational education program was recommended for secondary slow learning pupils. More general skills along with occupational training were presented as part of the total academic program.

By 1960 Cincinnati had a program of three weeks in school and three weeks at work in the community, patterned after its vocational cooperative program. This structure seemed to work well in Cincinnati where a sufficient number of slow learning pupils were enrolled to facilitate student pairings and rotation in the school and work environments. Toledo and Cleveland had provision for in-school work, but not for work in the community.

Dayton Experimental Project

In 1960 the Division of Special Education, under the leadership of Director Raymond A. Horn, encouraged experimental units to determine the value of a work experience for slow learning children. The Dayton City Schools, in cooperation with the Division of Special Education and the Dayton office of the Bureau of Vocational Rehabilitation, developed an occupational program for its six high schools which provided academic instruction for slow learners. Hoyt McPherson was employed as Dayton's work-study coordinator. William Beitzel, Dayton's supervisor of special education, served as project director.

The Dayton project focused on hands-on, work-study experiences in both the school and the community. Many pupils worked in the library, cafeteria, and the art or athletic departments. Some helped the school custodian, worked in the bus garage, or served as kindergarten aides. Juniors were placed in paid jobs in the community for one-half day and attended school the other half. Seniors were placed in full-time, paid jobs in the community and reported to school one night per week to resolve problems encountered on the job.

Employers frequently complained about students being slow on the job, making errors, being irritable, and having temper tantrums. The project demonstrated that work behavior training needed to be ingrained before the students were employed. Accordingly, changes were made in the Dayton curriculum for slow learners. Work-related behaviors were fostered as early as the primary years.

The Dayton project was the prototype for funded work-study programs which motivated students to remain in school rather than become dropouts. Follow-up of graduates, even in troubled economic times, indicated an employability level comparable to or better than that of other high school graduates.

Work-Study Guidelines

Guidelines: Work-Study Programs for Slow Learning Children in Ohio Schools, prepared in 1967 by the Division of Special Education, provided a compilation of desirable work-study program practices and policies. This publication stimulated the growth of work-study programs and helped school administrators resolve problems related to implementation.

Graduation and Athletics Issues

Even with the work-study program, many school administrators hesitated to graduate these slow learners out of concern that this would lower the standards for high school graduation. In 1962 Raymond A. Horn, director of the Division of Special Education, and Glenn Rich, director of the Division of Elementary and Secondary Education, issued a memorandum which stated that boards of education could establish differentiated curricula with specified levels of achievement and could grant diplomas in accordance with completion of those curricula.

Auto body shop at the Ohio School for the Deaf

Another issue was participation in high school athletics. Horn and Rich issued another memorandum which stated that, if slow learning pupils received passing grades in their programs, they were eligible to participate in athletic activities.

Cleveland Kindergarten Project

One of the earliest attempts to deal with young slow learners occurred in the Cleveland City Schools in the 1960s. A program was developed for children who had failed and been dropped from kindergarten before mid-year. Many of these were "latchkey" children who, if not in school, would likely wander in traffic-congested neighborhoods. Developed under a three-year grant, the program provided the children with a day-long preacademic program designed to develop language and give experiential background.

The initial hope was that many of these environmentally deprived children would return to school and perform successfully. Most of the children, however, proved to be learning disabled or mildly to moderately retarded. Nonetheless, they made visible progress in the time they spent in the project. By its close, approximately one-third of the pupils returned to regular classes. The others were almost equally distributed in Cleveland's special education programs for the educable mentally retarded and learning disabled and the Cuyahoga County program for the mentally retarded. The project was sufficiently successful that the Cleveland Board of Education continued it after expiration of the initial grant.

Columbus Transitional Program

A "transition program" was developed in the Columbus City Schools in the early 1970s to accommodate those children whose intelligence was on the lower end of the range for eligibility to slow learning programs. These children had previously been transferred back and forth between the county 169 programs and the public schools. Several other school districts started classes patterned after the Columbus program.

Standards for Slow Learning Children

Am. S.B. 65 required the state superintendent to prescribe standards for slow learning persons over the age of 5. These were documented in 1949 in *Let Us Look at Slow Learning Children*, written by Amy Allen. Children with IQs of 50 to the low 70s were identified as slow learners, and special education classes were established for them. Children with IQs of 75 to 90 were called slow average children and were expected to remain in the regular school program with modified instruction. Children with IQs below 50 were not considered to be the responsibility of public education at that time.

Formal standards for slow learning programs were established in 1960. These standards distinguished between slow learning children with physical handicaps and other slow learning children. These standards changed the IQ range to 50 through the middle 70s. In 1962 standards for slow learning children were revised to authorize approval of a work-experience coordinator as a unit and to require slow learning academic programs to include the minimum requirements for graduation as specified in state standards for high schools. Another revision of standards in 1966 eliminated the distinction between slow learning children with physical handicaps and other slow learning children. This set of standards again changed the IQ range to 50 through 80.

Transportation

Standards for the transportation of slow learning children were adopted in 1972 in accordance with legislation which authorized reimbursement for transportation costs. This service was especially helpful where students were transported to suburban or rural multidistrict programs. The law also was welcomed by major cities where hundreds of pupils used public transportation.

Terminology Changed

The term "slow learning," later referred to as "educable mentally retarded," was officially changed in the 1973 special education standards to *educable mentally retarded (developmental disabilities and/or educational handicap)*. This new terminology was consistent with that used in other states and the U.S. Office of Education. The 1973 standards required each school district to have a comprehensive plan for special education which included services for the educable mentally retarded from early elementary school through high school and which incorporated the work-study phase as an integral part of the curriculum.

Growth of Units

The slow learning program began in 1945 with 206 units, most of which were already established by school districts in elementary schools. By 1963-64, there were 1,429.5 units. By 1973-74, the slow learning program had become the largest area in special education with 3,979.5 units, many of which were in secondary schools.

Mental Retardation (Moderate and Severe)

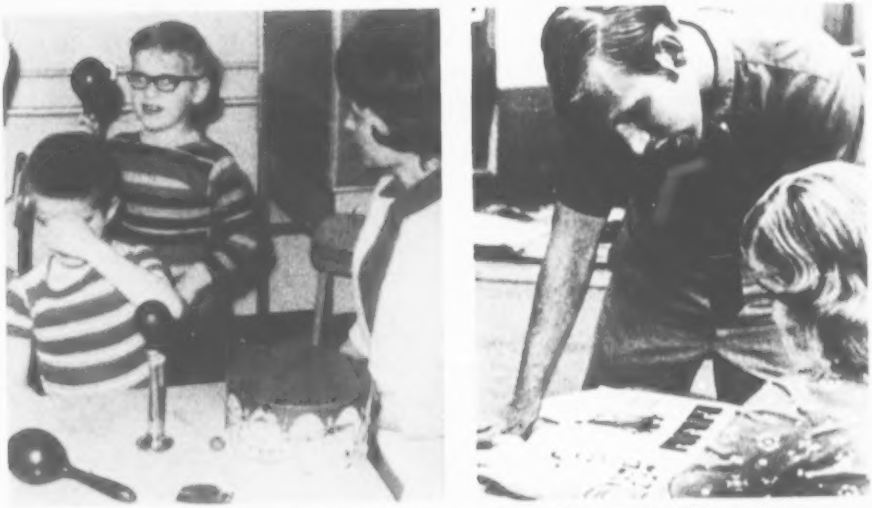
Parents and Associations as Advocates

With the advent of the slow learning program, an educational experience could be provided for the child with an IQ of 50 and above within the public school framework. Parents and empathetic associations in the community (service clubs, professional organizations, church groups, etc.) petitioned for schooling for these children.

After the founding in 1950 of the National Association for Retarded Children, these support groups helped parents in some communities to organize classes or a school for children with IQs below 50. Parents operated these programs and sometimes served as teachers. The early schools included the Valley Day School in Montgomery County and the Lott Day School in Lucas County.

County Training Centers

In 1951 Am. S.B. 157 established county or district training centers for mentally deficient youth under the age of 21 and authorized state reimbursement for approved programs at the centers. The Town and Country School and Workshop for



Representative educational activities at state and county training centers

Trainable Mentally Retarded in Clark County was one of the first centers. Reverend F. F. Mueller was influential in establishing the Town and Country School in 1952 and served as its director for 27 years. He is recognized by many as the father of day schools for trainable mentally retarded children.

The training centers provided day programs for children and youth who were determined ineligible to attend public school because of retardation of such a nature and degree that they were incapable of profiting substantially from any further instruction and because their IQs were below 50. The goal of these training programs was to help the mentally retarded "become accepted by society and find employment in the structure of society to the extent that they may be fitted." By 1952 the county welfare boards or public children's agencies had programs in operation. Roderick Purcell from the Division of Mental Hygiene was the first chief to supervise and direct the programs.

Programs by Petition

Am. Sub. S.B. 157 also stated that, if the parents or guardians of eight mentally deficient youth petitioned for a program, the commissioner of mental hygiene would arrange for special training for these youth, to the extent that funds were available. The law provided for a state advisory council to assist in program and policy development. This was the framework for the community training centers for several years, and it was maintained even after the Department of Public Welfare was divided in 1954 and programs for the mentally retarded were placed in the new Department of Mental Hygiene and Corrections.

Teacher Inservice

In 1955 the Department of Mental Hygiene and Corrections began to give some attention to the need for inservice programs for teachers in the community training centers. That year, a three-week credit workshop was sponsored by the department and the Bureau of Special and Adult Education at the Ohio State University.

Pioneer workshop leaders Roderick Purcell, Loetta Hunt, and Herschel Nisonger

Other inservice programs for teachers and staff were held, including summer institutes which have continued to the present time.

Federal law in the 1960s provided funds for the establishment of university-affiliated facilities that would provide "programs of interdisciplinary training centered on models of service." In 1965 a federal exploratory grant laid the foundation at the Ohio State University for a center for mental retardation. This center came to be known as the Nisonger Center, named after Herschel Nisonger for his exemplary work in the area of mental retardation. The center offers research, demonstration, and personnel training in the area of mental retardation and developmental disabilities. At about the same time, a similar center was constructed in Cincinnati. Called the Cincinnati Center for Developmental Disorders, it was affiliated with the University of Cincinnati.

Expanded Opportunities for the Mentally Retarded

The legislature expanded community-based opportunities for mentally retarded children by enacting a law in 1957 which permitted boards of education to serve the retarded directly or to contract with other parties for their training. Most school districts elected to provide contractual services through the training centers.

In 1957 Paul Brown, superintendent of the Tiffin City Schools and the person who earlier initiated the first countywide crippled children's class in Ohio, became executive director of the Betty Jane Memorial Center in Tiffin. First established in the home of Mr. and Mrs. John Friedman in memory of their daughter, the center served retarded children and youth from Seneca and 10 surrounding counties. In 1962 the center officially opened in a new facility which also housed a school for the deaf, the Sandusky Valley Guidance Center, and the regional Bureau of Vocational Rehabilitation. The significance of this center was that area handicapped children and their families were able to receive a wide variety of services from independent agencies in one location.

Concern for Placement of Services

Although community classes were developing, some parents observed that neighboring states were providing services to retarded children through the public schools. They questioned Ohio's assignment of retarded children to an agency outside of education. This issue was brought to the attention of the governor who, in 1959, appointed a committee to study the community program concept and to make recommendations as to which state agency could best administer the program.

This committee, composed of representatives from health, education, welfare, and mental health agencies, was chaired by Raymond A. Horn, director of the Division of Special Education. The committee conducted a national survey to gain insight into what was being done for severely retarded children throughout the United States. Nationally recognized consultants in the area of mental retardation and Ohio professionals from a wide variety of backgrounds were invited to share their views with the committee.

Lifetime Planning and Care Rationale

In 1960 the committee recommended that the responsibility for administration and supervision of the community programs remain assigned to the Division of Mental Hygiene of the Department of Mental Hygiene and Correction. This state agency already was organized and staffed to provide lifetime planning and care for retarded adults. Thus, if retarded children were also served by that agency, they could make an easy transition to adult work activities. Another reason for the committee's recommendation was that families of seriously retarded children frequently needed help in coping with the situation, and social workers were available through the Division of Mental Hygiene.

The committee also recommended that countywide units be established as the local organizational base for the community programs and that the fiscal responsibility for these programs should be shared between the state and the local units. Following this report, the community programs were left under the Department of Mental Hygiene and Correction.

County Boards of Mental Retardation

The enactment in 1967 of Am. S.B. 169 put into place the recommendation of the governor's committee for establishing countywide units for local operation of programs for the retarded. The units were aimed at strengthening the existing program through the creation of boards composed of citizens specifically interested in mental retardation. These county boards of mental retardation, commonly known as 169 boards, would administer programs in their respective counties for the training of mentally retarded children and adults.

The law directed that school district boards of education pay their respective county boards of mental retardation an amount equal to the tuition that would be due the school district if a nonresident pupil attended school in the district for the same period of time. This reinforced school district responsibility for mentally retarded children and aided in meeting the expense of the training programs.

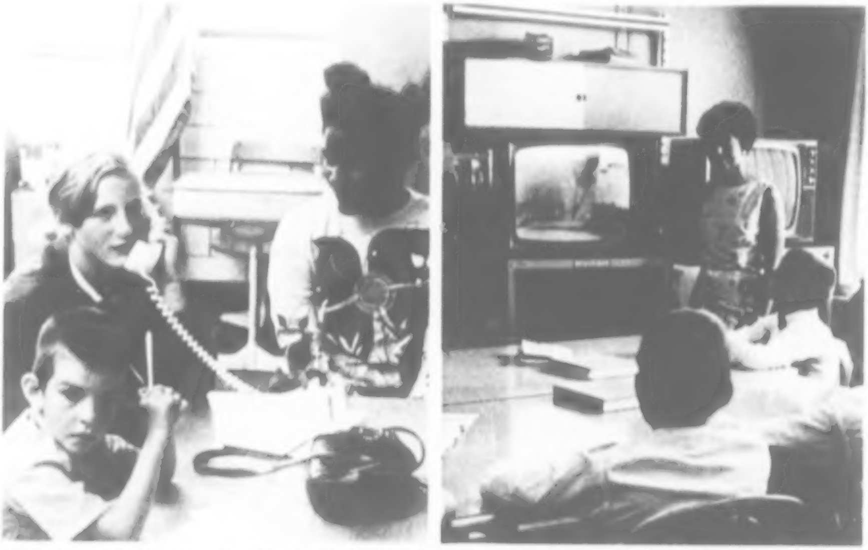
Am. S.B. 169 authorized county commissioners to levy taxes and make appropriations sufficient to enable the county boards to carry out their responsibilities. The state, through the Department of Mental Hygiene and Correction, was required to reimburse county boards of mental retardation for community classes for retarded children, sheltered workshops, developmental workshops for preschool and school-age children not in community classes, and adult activity centers for mentally retarded adults who could not profit from sheltered workshops.

Am. S.B. 169 effectively provided for a lifetime sequence of training for moderately and severely retarded individuals. The pattern thus established remained in effect throughout the remainder of the expansion period. While attendance was still voluntary for these children, more parents were willing to enroll their retarded children as they saw quality facilities and programs developing. The Department of Mental Hygiene and Correction encouraged inservice preparation of teachers and produced, under Maxine Mays, the first complete statewide curriculum.

In 1969 the Division of Mental Retardation was created within the Department of Mental Hygiene and Correction to give full attention to the needs of the retarded. By 1974 Ohio's program under the county boards of mental retardation had gained national acclaim for its size and quality and had proved to be an appropriate program pattern for meeting the needs of this population.

Professional Organizations

During this period, two organizations were established which had direct influence on the community programs for the retarded. In 1967 professional personnel in the 169 programs identified a need for better communication and banded together as the Professional Association for the Retarded (PAR). In the middle 1970s, this organization expanded to include professionals involved in home-based services, adult services, and middle management administration. PAR eventually became an association



Improvement of communication skills underway at state residential schools for the retarded

for all professionals working in programs for the retarded, and its annual three-day conference became a major inservice vehicle. PAR continues to be a viable force in program planning and implementation.

In 1968 the state division of the Council for Exceptional Children—Mentally Retarded (CEC-MR) was formed. It facilitated direct exchange of information among public and private school personnel working with the whole range of mental retardation.

Residential Schools for the Retarded

The residential schools for the retarded in Columbus, Orient, and Apple Creek grew during this period. There was increased emphasis on the instructional program, especially vocationally oriented instruction. A sheltered workshop was established for residents who were unable to participate in competitive industry. In 1952 the Columbus State School initiated volunteer services and established a parents' volunteer association which was equivalent to the parent-teacher associations in the public schools.

The passage of Am. S.B. 172 in 1959 increased the acceptance of the residential schools. This law permitted voluntary admission to and release from these institutions. Many parents had hesitated to follow the old procedure of committing their children as wards of the state through a court hearing. Under the new law, they were willing to try residential placement, knowing that they did not permanently relinquish their children to the state.

Summary

Growth of programs for the retarded, increased quality of services, and the formation of professional organizations contributed to the development of mental retardation as a highly respected area of service to the handicapped.

Neurologically Handicapped/Learning and Behavioral Disabilities

Concern About a Newly Identified Handicap Area

By the late 1950s, a new group of handicapped children was identified. These children had normal potential ability but could not function effectively in the regular school program. They did not learn through the traditional group teaching methods and often developed secondary emotional and behavioral problems.

Administrators, teachers, and parents were concerned about what to do with these children who had serious problems but did not fit into any identifiable category of handicap through which help could be channeled. These children resembled those described by Alfred Strauss, neurologist and administrator of the Cove Schools in Wisconsin, as having "minimal brain damage," an organic condition which resulted in the inability to function in a regular classroom situation.

The growing numbers of such children suggested the need for an experimental program to determine whether meaningful education could be provided and, if so, by whom. William Cruickshank, from Syracuse University, was conducting an experimental study with a similar group of children in Maryland. Thus, the problem of dealing with this type of child was not limited to Ohio.

Throughout the 1950s, staff in the Division of Special Education tried to find ways and means to provide educational programs for these children. Individual programs worked on a limited basis in some school districts, but there was a need for a more intensive type of education program.

Help for Brain-Damaged Children

By 1957 Edward Lippett, executive director of United Cerebral Palsy of Ohio, expressed interest in organizing a formal program for these children. Through a grant from the Columbus chapter of United Cerebral Palsy of Ohio, an identification program was initiated during the 1957-58 school year. The Columbus Board of Education and the Division of Special Education cooperatively established an educational program which began in the 1958-59 school year.

Two special education units for brain-damaged children were approved for the first year of the project, which was to be carried out for not less than a three-year period. Louise Dennis, a teacher in the Columbus schools, was responsible for the identification of eligible children for the initial stage of the project and for follow-up of those children who participated. Raymond A. Horn, chief psychologist in the Division of Special Education, was the liaison for the 1958-59 school year. After Horn became division director in 1959, he appointed Edward Grover and Amy Allen to work with the project. Cruickshank served as outside consultant, and J. A. Wheildon, neuropsychiatrist in Columbus, represented the medical community on the advisory committee.

The children selected for the experimental program had not previously adjusted to their school programs, homes, or community. Their academic achievement was substantially below their potential ability. In each of the four years of the project, serious behavioral problems usually disappeared and, in most instances, academic achievement improved. Achievement was greater with the younger children. It was determined that, although all the children had IQs of at least 80, those who had the greatest success had IQs of at least 90.

The Columbus program included the following components: reduction of all external stimulation; complete structuring of the children's program; supervision of the children outside the classroom; observation and compilation of information on how brain-damaged children adjusted to others in their respective buildings, and exploration of the possibilities for selected children to participate in certain regular classroom activities, a preliminary step toward eventual return to a regular school setting.

Standards for the Neurologically Handicapped

With the success of this experimental project, Director Horn recommended and the State Board of Education adopted standards for neurologically handicapped children in 1962, making Ohio one of the first states to adopt standards for this group of children. The standards provided for a special class program and for individual services for children with normal potential and a medical diagnosis of a neurological handicap. The medical diagnosis included a complete neurological evaluation with an electroencephalogram (EEG). This was to ensure that children admitted to the program were, in fact, brain damaged or neurologically handicapped, rather than children who merely needed remedial instruction.

Ohio's Programs for Neurologically Handicapped Children, a publication prepared in 1967 by Edward Grover and Joseph Todd of the Division of Special Education, described programs and provided assistance to school administrators in implementation of the standards.

There was opposition from parents, school officials, and the medical profession to the EEG as part of the neurological evaluation. In 1973, when program standards were revised, the requirement for an EEG was deleted. Instead, a complete examination (including a neurological examination) by a licensed physician was required. The name of the program was changed to *learning and behavioral disabilities* (LD/BD) and included what had previously been called neurologically handicapped and emotionally handicapped.

The new standards eased some pressures for parents and school administrators, but also resulted in the indiscriminate placing of children in the program. The number of units escalated so much that it was suspected that all children in the program did not actually have learning or behavioral disabilities. This issue was not resolved until the 1980s.

Program Emphasis

Despite the problem of rapid growth, the program for LD/BD children was very positive. It had three components: modification within the regular classroom, organized supplemental tutoring, and special education classes. The specific goals of the program were early identification, development of comprehensive special education programs for these children, special instruction and programming, structured activities, and return to regular classes following improvement of learning functions.

The goal of returning students to regular classes was not realistic for some students because remediation did not always occur. Professionals recommended expansion of the program to include secondary level classes and, thus, coverage of all 12 years of the educational process. In 1974 experimental units were initiated at the secondary level and were continued during the 1975-85 period.

Growth of Units

In 1962 the first nine units for neurologically handicapped children were funded. By the 1973-74 school year, this program, by then called LD/BD, had 1,057.3 units and was one of the fastest growing areas in special education.

Emotionally Handicapped/Learning and Behavioral Disabilities

The Ohio Commission on Children and Youth noted in 1951 that socially and emotionally handicapped/maladjusted children were not being served. The commission believed that special education law was broad enough to cover such children

However, funds appropriated for special education at that time were insufficient to reimburse even the existing programs.

Preventive Measures Versus Punishment

Consensus about need was also lacking. Many school officials did not view behavioral problems as an indication that children required help. They frequently favored treatment of disruptive behavior with punishment rather than special assistance.

The commission recommended greater preventive measures in schools, including examinations and screening for early detection of signs of behavioral deviation. Preservice and inservice programs for teachers were emphasized to facilitate adjustment of children. Greater flexibility in school practices was encouraged to provide for individual differences among children.

Bellefaire Demonstration Project

In 1953 the Division of Special Education initiated the first demonstration project for maladjusted children in Ohio. Psychologists P. O. Wagner and Raymond A. Horn provided assistance from the state level, and the Cleveland Heights Board of Education operated and funded the project which was housed at the Bellefaire Treatment Center, a residential facility for emotionally disturbed children. This was the first time in Ohio that a private school program was funded through the public schools. The Bellefaire project opened channels of communication and cooperation between public and private agencies. It served as an example of how maladjusted children could be assisted through education.

Other Experimental Projects

The Bellefaire project was followed in 1959 by an experimental summer school program sponsored by the Toledo State Hospital and the Lucas County Board of Education for severely involved youth living at the hospital. The program was designed to provide education in basic academic fundamentals and served as a pilot study for determining whether an educational program would be feasible in a mental hospital setting. The data generated encouraged the establishment of programs in the public schools.

The 1960 program standards for special education, developed under Horn who had become division director, included units for emotionally disturbed children as part of the child study regulations. This permitted many other experimental programs for emotionally disturbed children, which were conducted during the 1960s in school districts throughout the state. These projects helped to minimize many of the problems other districts encountered in program development and provided broad-based guidelines for programs for emotionally handicapped children. The common thread in all these projects was individualized remediation in the behavioral and academic areas.

Related Conclusions

A number of conclusions were drawn from the experimental projects and were important in establishing public school programs for emotionally handicapped children. Early identification and placement were found to reduce the severity of maladjustment. Placement in self-contained classrooms minimized the children's problems and was the most appropriate initial placement. Students returned to the regular classroom when they could do so without regression in achievement or behavior. Consistently firm classroom management and a positive school environment helped students maintain appropriate behavior. Behavior management techniques were more effective in changing attitudes and behavior than predictions from projective tests. The teacher-child relationship greatly affected the outcome of the programs, as teacher personality had a direct influence on positive adjustment and academic growth. The services of teachers' aides helped to maintain program quality and increased the number of students who could be served by a single teacher.

Revision of Standards

The 1962 revision of the standards for special education divided programs into two areas: classes for emotionally disturbed children in residential treatment facilities and special experimental classes for emotionally handicapped children in the public schools. Both areas were retained under the child study regulations. In 1966 revised standards made emotionally handicapped units a separate category and allowed for approval of regular units in public schools as well as in residential treatment facilities. The term "emotionally disturbed" was not used in the 1966 revision.

Although the handicapping conditions differed, similar teaching and management techniques were used for both the emotionally handicapped and the neurologically handicapped programs. This was reflected in the 1973 revised standards which merged the two groups as *learning and behavioral disabilities* (LD/BD). Standards for teacher certification, revised in 1972, had already combined the requirements of teachers of children with learning disabilities or behavior disorders into one category. The 1973 revision also established a new category called *severe behavioral handicaps* for the more seriously emotionally disturbed children. This type of instructional unit could be housed in an institution or agency that provided either a day-treatment program or a 24-hour treatment and care program.

Growth of Units

Programs for severe behavior handicapped children grew from 22.8 units in 1961-62 to 111 in 1973-74. The growth was basically steady throughout this period.

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An emotionally handicapped teenager receiving one-to-one instruction

Multihandicapped

In the 1940s, teachers began to recognize that programs developed for one specific handicap were not appropriate for all handicapped children. Many children needed services for more than one program.

Cincinnati CEC Studies Needs of Multihandicapped

There was enough concern about this issue that the Cincinnati chapter of the Council for Exceptional Children appointed a committee to study the incidence of multiple handicaps among the children enrolled in special classes in the Cincinnati City Schools. The chapter wanted to explore the need for centers to educate children with multiple handicaps. Completed in 1946, this study revealed that over 22 percent of the children, according to teacher judgment, had multiple handicaps. This finding was in agreement with two similar studies.

Althea Beery, supervisor of slow learning classes in the Cincinnati City Schools and chairperson of the study group, concluded that there was need for one or more classes for multiple handicapped children despite the additional problems this would create in finance, transportation, and teacher recruitment and training. Beery stated that "one measure of the value a society places on *all* children is the concern it feels for handicapped children. The needs of these multiple handicapped children merit further study so that steps may be taken to provide a more suitable school environment for them." However, nearly 30 years passed before programs for the multihandicapped became a reality and received state approval and reimbursement.

Early Educational Efforts

Despite lack of state action for a number of years, concern for the multihandicapped continued. Demonstration projects conducted in the early 1940s for cerebral palsied children in Toledo and Youngstown dealt heavily with multihandicapping conditions. The success of these projects led to the admission and education of such children in other crippled children's schools and hospital classes. In 1958 Director McIntire reported on the types and number of multihandicapped children enrolled in special classes for the blind and programs for the physically handicapped.

The Betty Jane Memorial Center in Tiffin, established in 1957 for retarded children in Seneca and surrounding counties, served many children who were later found to be multihandicapped. The center was part of a larger facility that housed other agencies and provided more efficient delivery of services for the more severely handicapped.

1960 and 1973 Program Standards

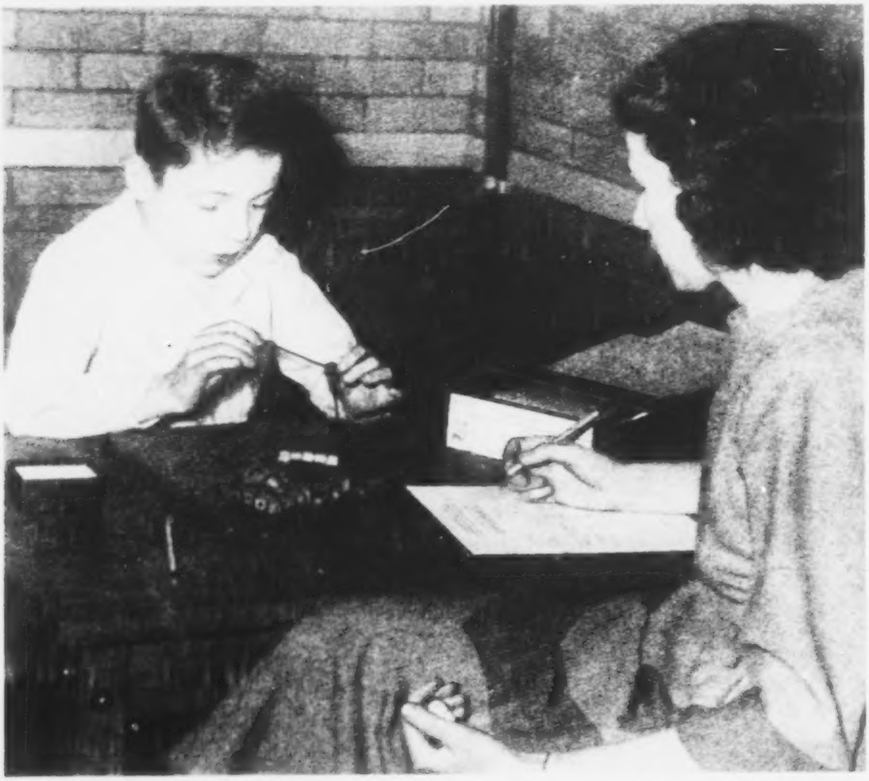
The 1960 program standards for special education made some provision for specific multihandicaps. Units for slow learning children with physical handicaps were authorized. Also, under certain circumstances, slow learning classes could include children with specific multihandicaps such as slow learning crippled and slow learning with serious visual or hearing handicaps.

After the rubella epidemic of 1964, federal funding through Title VI-C of the Elementary and Secondary Education Act was targeted to children who had some combination of deaf, blind, crippled, and slow learning handicaps. At this time, there also was concern for multihandicapped deaf children, specifically slow learning deaf, deaf-blind, and deaf-cerebral palsied. Some of these children required residential placement, but many did not. Also, parents of autistic children were vocalizing a need for services.

In response to these forces, Samuel Bonham, Jr., director of the Division of Special Education, developed standards for children with severe and/or multiple impairments. These standards were adopted by the State Board of Education in 1973. This area of handicap was the last major category to be added to special education standards and included deaf-blind, autistic, and aphasic children. The 1973 standards authorized not only special education units for classes for these children but also experimental units for diagnosis and program development. Eligibility for multihandicapped classes was limited to children who were capable of profiting substantially from further instruction as determined through assessment and who had such severe communication, behavioral, developmental, and educational problems that they could not properly be accommodated in existing special education programs.

First Multihandicapped Units

The first funded multihandicapped units were made available for use during the 1973-74 school year. Eleven multihandicapped units were approved.



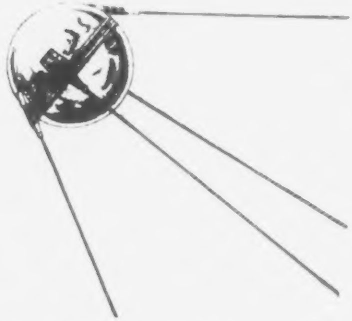
A school psychologist testing a child to assess placement and instructional needs

Gifted

Although the Cleveland City Schools organized "Major Work Classes" for gifted pupils in 1922, the needs of this group of exceptional children were not addressed on the state level until the 1950s.

Needs of the Gifted Recognized

In 1951 the Committee on the Status of the Gifted in Ohio, part of the Special Education Committee for the Ohio Commission on Children and Youth, called attention to the urgency for state action on behalf of gifted children. The committee's recommendations addressed such concerns as the need for early identification, parent and teacher awareness, and program development and implementation. The commission defined gifted children as those with "beyond average intelligence" based on their IQs as measured by standardized tests. Most school districts at the time required students to have an IQ of at least 125 or 130 to be admitted to gifted classes.



Launching of Sputnik generated interest in programs for the gifted

A flurry of interest followed the dissemination of the commission's report. One immediate result was the organization in 1952 of the Ohio Association for the Gifted which worked closely with the Ohio Department of Education and which has had significant impact on the development of programs for the gifted over the years. In 1956 the State Board of Education recommended to the legislature that the state foundation program make provision for gifted pupils in the public schools.

The launching of Sputnik I in 1957 generated serious concern in the Western World for quality education to meet the challenges of rapidly changing technology in the "space age." A shortage of scientific and other professional personnel aroused further interest in the education of the academically able.

Funding for State Supervision

No official state action occurred until 1959 when a law was enacted to provide for the employment of a person in the Ohio Department of Education to give leadership, promote research, consult with boards of education, and encourage the training of teachers of the gifted. The law also authorized the development of experimental programs for academically gifted children. Program responsibility was assigned to the Division of Special Education, and John Slaymaker of Wittenberg University was employed as a part-time consultant. One of his accomplishments was the organization of the State Advisory Committee for the Gifted.

State Advisory Committee Recommendations

Chaired by Harold Bowers, assistant superintendent in the Ohio Department of Education, this committee studied the needs of teacher education and the school's role in relation to the gifted. A series of recommendations were made to the Ohio Department of Education including definition and selection criteria, educational programs, minimum standards, and financial assistance. The advisory committee defined the academically gifted as those students with "such high intellectual capacity as to necessitate a special program," as evidenced by an IQ of 130 or above or a score at or above the 98th percentile on two different approved group tests of mental ability.

In the ten-year period following the launch of Sputnik I, the Division of Special Education, aided by the state advisory committee, communicated with educators about programs for gifted children. The efforts of the state staff concentrated on providing consultative services to school districts and professional organizations, initiating workshops and funding professional meetings, and disseminating information through publications and demonstration projects.

Research and Development

Thomas M. Stephens, appointed full-time supervisor of gifted programs in 1960, directed a series of workshops at the five state universities and initiated a number of research projects and experimental programs. These projects focused on such topics as elementary and secondary program development; identification of areas of superior ability of the gifted child; use of group intelligence tests to screen for possible identification of the gifted; and programs for high achievers, low achievers, and gifted students with special needs.

Educational Programs

In the early 1960s, school districts were making educational provision for gifted pupils in a number of ways. Grouping by ability for instructional purposes was used most frequently in the upper grade levels. In the lower grade levels, provisions for gifted students were most frequently made in regular groups. Partial grouping was used by many school districts, particularly in the upper grade levels. Grade acceleration, early entrance to school, and advanced placement programs were used sparingly.

Enrichment of gifted pupils in regular groups was emphasized by the Division of Special Education which prepared *Enrichment: Classroom Challenge* in 1962 to help teachers provide better learning experiences for gifted pupils in their classes. This publication, which was updated in 1967, contained hundreds of ideas for enrichment activities in elementary and secondary classrooms, specific subject areas, the library, and the community.

State Funding Eliminated

Funding for state supervision of gifted programs was eliminated in 1963 when state budgets were reduced. However, many school districts continued programs with funding from other sources. Enthusiasm was high, and parent and community groups intervened to keep some local programs operating. Despite the lack of state funds, Ohioans were determined to address the needs of gifted children. During the next several years, division staff members provided some services to the gifted programs while carrying out their other responsibilities. State funding for gifted programs was reinstated in 1975, the beginning of the next period.

State Residential Schools

Major changes at the state residential schools during the 1945-1974 period included new school facilities, better trained staffs, improved instructional programs, and expanded services.

New Buildings for Schools for Blind and Deaf

Legislation appointing a commission to acquire new sites for the state schools for the deaf and the blind and the order to complete the new residential schools for occupancy occurred in 1943. Because of World War II, actual construction of the schools did not begin until 1950, and occupancy was achieved in 1953. Adjacent sites were selected in the northern part of Columbus, and both schools remain at these locations today. At the time of relocation, the state school for the deaf was renamed the "Ohio School for the Deaf."

Admission Policies

Legislation enacted in 1951 permitted the Ohio School for the Deaf to accept blind-deaf children. Under the new law, the superintendent of the school could arrange for the instruction of blind-deaf children in a "suitable institution wherever located." However, blind-deaf children continued to be placed in residential facilities out of state until 1972 when a deaf-blind unit was established at the State School for the Blind.

In 1960 admission, transfer, and dismissal requirements for the state residential schools were adopted by the State Board of Education. Procedures and accompanying forms were standardized under the direction of Raymond A. Horn, director of the Division of Special Education.

Ohio School for the Deaf

Staffing Patterns and Concerns

From the beginning, many teachers in the state residential schools had no specialized training in their specific handicap areas. Consequently, in the late 1940s, both residential schools began their own inservice programs to refine the teaching skills of staff members. Instruction was provided by teachers, supervisors, principals, and even the superintendents. These inservice programs continued through the middle 1960s.

In 1953 the first residential school psychologist, Pauline Alexander, was employed at the State School for the Blind. Beginning in 1956, the same psychologist was assigned to serve both residential schools.

In the 1950s and early 1960s, the residential school superintendents had difficulty obtaining adequately trained teachers. The teacher shortage permeated all areas of education, but seemed especially acute in special education where it was estimated that less than one-third the number of teachers needed were receiving training in specific handicap areas.

Teacher Training Programs

Federal training grants and state contracts with universities to train teachers of special education alleviated the problem, but staffing needs remained critical for a number of years. By the middle 1960s, the university training programs expanded sufficiently to provide the much needed special education personnel. Of particular note was the nationally acclaimed training program for teachers of the visually handicapped under Loetta Hunt at the Ohio State University. In 1965 new standards for the certification of teachers were applicable to teachers at the state residential schools.

Evaluation and Medical Clinics

In 1960 educational evaluation clinics were established by the Division of Special Education at the state residential schools to provide diagnostic and prescriptive services for deaf, blind, and deaf-blind students. Evaluation of these students, many of whom had complex problems which made local evaluation difficult, was initially provided by a traveling team composed of staff from the Division of Special Education and the state schools for the deaf and the blind. Director Horn, who had previously been a member of the traveling team, encouraged the placement of evaluation clinics at the state residential schools where facilities were adequate for effective diagnostic work. These clinics were staffed by the residential schools' psychologist, the division's audiologist, and educational specialists from the residential schools and the Division of Special Education.

Clinics were held monthly to determine the most appropriate educational program for the child. Written reports and placement recommendations for the children were developed at the clinics and then submitted to a separate review team comprised of the director of special education, the superintendent of the state school for the deaf or blind, and a school official who operated a program for the type of handicap under review. These individuals were charged with maintaining objectivity in the evaluation process.

The evaluation clinics and review teams frequently needed additional information about the children's physical problems for the development of appropriate placement recommendations. Thus, a medical clinic was established with assistance from the Ohio Department of Health which made available the services of selected

Shoe repair class at Ohio School for the Deaf

pediatricians, ophthalmologists, otologists, and a neurologist. Most children referred to the medical clinic were multihandicapped. The evaluation and medical clinics not only provided outstanding services to the deaf and blind children but also were prime examples of interagency cooperation. Initially, the clinics were expected to operate for three years to accommodate the backlog of cases, but they continued to operate though 1977.

Instructional Program at Ohio School for the Deaf

For many years, the instructional program for the deaf was geared toward preparing students to attend the academic college at Gallaudet in Washington, D.C., at that time the world's only college for the deaf. Edward R. Abernathy, superintendent of the Ohio School for the Deaf since 1930, set high academic standards for the students. Vocational programs received less emphasis during his superintendency and consisted primarily of printing, shoe repair, painting, industrial arts, home economics, metal working, and typing. Of these, only printing and shoe repair offered a complete training program for the world of work.

When Abernathy retired in 1968, Edward C. Grover became superintendent and gave increased emphasis to programs for nonacademic deaf students. Vocational offerings were increased in scope and quality, and more programs prepared students for lifetime occupations. In addition to the courses mentioned, vocational offerings included carpentry, masonry, woodworking, drafting, home economics, business office education, upholstery, automobile maintenance and body work, building maintenance, practical arithmetic, and life adjustment courses.

Another significant program at the state deaf school during this period was the parent-child program for the hearing impaired. Initiated under the direction of Grover, this federally funded program provided home-based early intervention to reach unserved deaf preschool children throughout Ohio.

The teaching of language became a concern at the Ohio School for the Deaf during the 1960s and 1970s. In earlier years, when existing staff members helped train new staff, there was consistency on the focus and method of language instruction. New staff members came to the deaf school from a variety of higher education institutions and had differing philosophies and methods of teaching language to the deaf. Although this resulted in a lack of consistency, it also stimulated professional experimentation and professional study as the staff attempted to determine the best method to teach language. This curriculum and methodology issue was not resolved until the late 1970s.

Instructional Program at State School for the Blind

W. G. Scarberry, superintendent of the State School for the Blind from 1933 to 1960, influenced the engineering and design of the campus that was completed in 1953. The buildings and surrounding area reflected Scarberry's philosophy and paralleled the public attitude at that time that the environment for the blind needed to be controlled to provide protection. Thus, the campus was constructed with nearly everything, except sleeping quarters, in one central location. After an initial adjustment period, the blind students functioned well and were highly mobile in this setting. Scarberry included one set of stairs designed as a learning tool but, generally, the students had little experience with such everyday hazards of the real world.

Donald W. Overbeay, superintendent of the state blind school from 1960 to 1976, initiated a number of changes. He emphasized orientation and mobility instruction, making independent travel a reality for many blind students. Vocational education was reemphasized with new courses such as sign engraving and small engine repair being added. Extensive efforts were made to make the environment of the blind more realistic and to increase their contacts with the nonhandicapped. One example was a program initiated in 1965 which enabled selected blind students, accompanied by a teacher from the blind school who acted as interpreter and coordinator, to attend regular classes at Columbus' Whetstone High School. Although this activity was phased out in 1972, it was a successful demonstration of mainstreaming.

Role of American Association of Instructors of the Blind

Overbeay was instrumental in the development of the American Association of Instructors of the Blind and served as one of the first presidents of the national organization. In this capacity, he assisted in the formulation of standards to evaluate services and reduce overlap in the services that blind students were receiving from a number of agencies. This association was the forerunner of the National Accreditation Council of Agencies Serving the Blind and Visually Handicapped, which evaluates the residential schools today.

Expansion of Services at Both Schools

The state residential schools were able to respond to students' special needs in several ways during the latter half of this period, 1959-1974. A special state appropriation in 1959 created a class for gifted blind students. Later, special units for the

Blind students listening to a tape and using a Braille writer

educable mentally retarded and work-study were established. Other program changes included the addition of speech therapy, occupational therapy, guidance counseling services, career education, and a certified four-year vocational training program. The expanded curriculum involved all students in academic and vocational programs and work-study components. Many of the additional programs and support services were made available beginning in 1966 through Title I and Title VI of the Elementary and Secondary Education Act.

The grounds at both residential schools were improved with landscaping and increased sports and recreational areas. Athletics for the deaf and music and athletics for the blind were emphasized as leisure time activities. Student organizations proliferated and recreational activities increased. Bowling, basketball, track, and swimming were popular sports. These new activities, combined with strengthened mobility training, took the students off campus and gave them increased experience in the world as it existed. Community involvement and volunteer work were encouraged. Results included increased visibility for the schools.

Close cooperation and support from Federal Vocational Rehabilitation Services and State Services for the Blind in follow-up, counseling, and job placements greatly aided students at the state residential schools in their senior year and after graduation. Thus, the long-term goal set by the legislature in the early 1800s—namely to provide an educational program to assist these students in becoming self-sufficient, contributing members of society—was being reached for an increasing number of residential school students.

Instructional Materials Collections

In 1962 the Ohio's Central Registry for the Blind was established with seed money from a federal grant. Housed at the State School for the Blind, the registry coordinated the resources of the public schools, the state residential school, and other agencies working with the blind. It loaned or exchanged materials and equipment and distributed books purchased under the federal quota allocation from the American Printing House for the Blind. The registry was maintained at the state blind school until it was moved to the Central Ohio SERRC in 1977.

In 1972 the Ohio School for the Deaf was selected to house the captioned film depository. Initially provided through federal funds, the depository extended instructional and recreational materials to deaf children in both residential and public school programs. Materials were also made available to deaf adults in the community.

Conclusion

Between 1945 and 1974, under the direction of three state directors of special education (McIntire, Horn, and Bonham), Ohio's programs for exceptional children enjoyed significant expansion that is unlikely to be duplicated.

Program Highlights

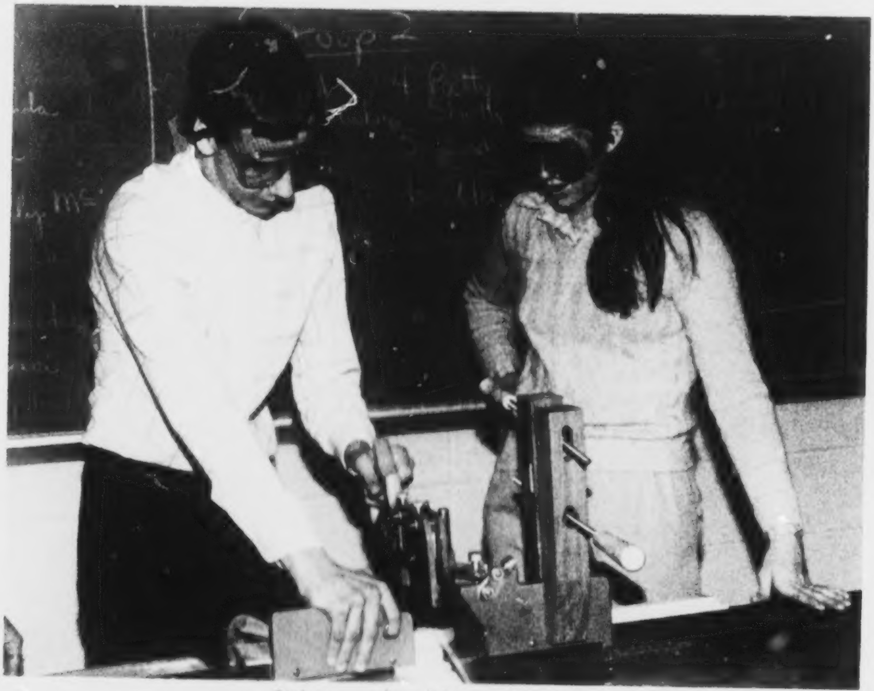
Program highlights during this period included maintenance of quality programs for the physically handicapped; expansion of speech, language and hearing services; development of one of the largest programs in the country for slow learning children; development of nationally recognized school psychological services; use of experimentation and demonstration units to evaluate instructional methodology and alternative programs; and initiation of programs for learning and behavior disabled, severe behavior handicapped, or multihandicapped children.

Other accomplishments during this period included implementation of an equitable unit funding base; professional training for special educators; positive working relationships with professional organizations, universities, and advisory committees; comprehensive state standards for special education; expansion and reorganization of state staff; improvement of instruction through federal grants; the SERRC network for program planning and implementation; and a statewide comprehensive plan for special education.

Improvement of Program Quality

Initial emphasis in this period was on encouraging school districts to establish programs. As programs matured, state and local personnel worked cooperatively and creatively to improve program quality. As a result, the credibility and visibility of special education programs increased on both state and local levels. By the end of the period, special educators and other professionals were planning and working together on regional and state levels to ensure that quality programs were available to each handicapped child. This provided the framework for responding to the demands of federal laws enacted later in the 1970s.

Practicing coordination skills



Using woodworking equipment

PART

4

1975–1985

Compliance and Provision of Full Service

Out
In
ALWAYS WEAR EYE PROTECTION

Preparing for the work-a-day world

Introduction

THE PERIOD from 1975 to 1985 ushered in a new era of federal and state interaction in the education of the handicapped in Ohio. The period began with the enactment of P.L. 94-142, the federal law which mandated the education of all handicapped children and set strict regulations with which the 50 states and their numerous public school districts were expected to comply. P.L. 94-142 was quickly followed by Ohio's companion legislation, Am. Sub. H.B. 455, which mirrored the federal legislation and facilitated statewide implementation of the federal requirements.

Other federal requirements were set forth in Section 504 of the Rehabilitation Act of 1973 and in the Family Educational Rights and Privacy Act of 1974. Thus, this ten-year period from 1975 to 1985 is referred to as the period of "Compliance and Provision of Full Service."

The period began with confusion and instability among professionals involved in special education. New regulations, changing legal interpretations, and statewide clarifications eventually resolved many issues. Meanwhile, parents became increasingly aware of the opportunities for handicapped children provided by the new laws and became more assertive of their rights and the rights of their children. Professionals found it necessary to modify some procedures and develop others to respond appropriately and effectively to parents.

Ohio Educators Respond Positively to State and Federal Requirements

Ohio educators responded positively to the new demands. Extensive inservice programs were held, beginning with the Ohio Department of Education staff and extending to all teachers, administrators, teacher education students, and university faculties. Inservice was accomplished through state-level efforts combined with those of regional directors and supervisors of special education, the SERRCs, and universities.

Guidelines were written to assist in implementation of critical issues. Parents were invited to participate with professionals in many facets of special education and related services. Regular educators and special educators cooperated to integrate handicapped children, to the maximum extent possible, with nonhandicapped children.

Quality Initiatives Provide Momentum for Excellence

As the federal and state laws became internalized at the state and local levels, special educators set new initiatives regarding quality programs and services for handicapped children. These initiatives provided a momentum for excellence that gives handicapped students even greater opportunities to reach their full potential.

Federal and State Laws

The Education for All Handicapped Children Act (P.L. 94-142) was passed by the U.S. Congress in 1975 and became effective in 1977. Companion state legislation, Am. Sub. H.B. 455, was enacted by the Ohio General Assembly in 1976.

Public Law 94-142

The new federal legislation, P.L. 94-142, defined *special education* as "specially designed instruction, at no cost to parents or guardians, to meet the unique needs of a handicapped child, including classroom instruction, instruction in physical education, home instruction, and instruction in hospitals and institutions." The definition of a *handicapped child* included the mentally retarded, hard-of-hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, other health impaired, deaf-blind, multihandicapped, and specific learning disabled.

P.L. 94-142 provided for children from 3 to 21 years of age who need special education services, but excluded states from mandatory coverage of this age range where individual state statutes specified otherwise. (Ohio law required services to handicapped children between the ages of 5 and 21 during this period, but permitted school districts to provide programs for handicapped children below the legal age requirements.)

Unlike other federal education laws, P.L. 94-142 does not have an expiration date. Major provisions in the law include *free appropriate public education, least restrictive environment, individualized education program,* and *due process procedures.*

Free Appropriate Public Education

The purpose of P.L. 94-142 is to ensure that each handicapped child has a free appropriate public education. *Education* consists of special education programs and related services in the least restrictive environment. *Free public* means that the education is to be provided with public funds, under public supervision and direction, and without charge to the parent. *Appropriate* requires a multifactored evaluation conducted by a multidisciplinary team and an individualized education program developed in cooperation with the parent. The fundamental right of a free appropriate public education for all handicapped was the basis for the development of all special education programs and regulations from 1977 on.

Least Restrictive Environment

P.L. 94-142 also states that handicapped children are to be placed in the least restrictive environment. Specifically, the law provides "to the maximum extent appropriate, handicapped children, including children in public or private institutions or other care facilities, are educated with children who are not handicapped, and that special classes, separate schooling, or other removal of handicapped children from the regular educational environment occurs only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily."

P.L. 94-142 directs that placement be based on consideration of each child's individual strengths and weaknesses. The extent to which handicapped children can be educated with nonhandicapped children must be evaluated on an individual basis. Academic performance, communicative status, intelligence, social and emotional status, and other individual factors are considered.

School districts are required to have a continuum of alternative educational placements to facilitate placement in the least restrictive environment. These placements include instruction in regular classes, special classes, individual/small group instruction, special schools, home instruction, and instruction in hospitals and institutions. In addition, related services, such as adapted physical education and transportation, are to be provided as necessary to enable the individual to benefit from instruction.

Individualized Education Program

The individualized education program, or IEP, is a written statement for a handicapped child, formulated by a group of persons (including one or both parents) knowledgeable about the child. The IEP serves as a contract between the parents and the school in the education of the handicapped child and includes the following information:

- Present levels of educational performance of the child.
- Annual goals, including short-term instructional objectives.
- Specific special education and all related services to be provided to the child, including the extent to which the child will be able to participate in regular education programs.
- Projected date for initiation and anticipated duration of such services.
- Appropriate objective criteria and evaluation procedures and schedules for determining, on at least an annual basis, whether short-term instructional objectives are being achieved and whether current placement is appropriate.

Due Process Procedures

Specific legal procedures must be followed relative to the identification, placement, and instruction of handicapped children. P.L. 94-142 also states the parents' legal rights and responsibilities and outlines a procedure for complaint, if agreement cannot be reached on appropriate placement for the child. This procedure—which includes mediation, an impartial due process hearing, state-level review, and appeal to the courts—is complex and time consuming. Educators have had to learn legal terminology and procedures in order to work within the framework established by both federal and state laws.

Due process is a set of procedures, guaranteed by federal and state laws, which defines the steps that will be followed to assure that a free appropriate public education is available to each handicapped child. This system serves to resolve disagreements between parents and schools and is a protection for children who have or may have a handicap, for parents of such children, and for school districts. Due process procedures cover the identification of handicapped children, confidentiality, pre-evaluation, multifactored evaluation, IEP activities, parent surrogate, and the impartial due process hearing.

Rehabilitation Act of 1973

Title V of the Rehabilitation Act of 1973 (P.L. 93-112) states that handicapped people must not be discriminated against in any aspect of national life that is supported wholly or partially by federal tax dollars. Title V includes four sections which impact on the rights of the handicapped.

- Section 501 requires affirmative action programs in all federal agencies to hire and promote qualified handicapped persons.
- Section 502 requires buildings to be accessible to handicapped persons.
- Section 503 requires holders of federal contracts to enforce affirmative action programs for hiring and promoting qualified handicapped persons.
- Section 504 prohibits discrimination against qualified disabled persons in all institutions receiving federal funds.

Section 504

The most far-reaching of these for the education of the handicapped is Section 504. Federal regulations for Section 504, issued in 1977, require that "a recipient (of federal funds) shall educate, or shall provide for the education of, each qualified handicapped person in its jurisdiction with persons who are not handicapped to the maximum extent appropriate to the needs of the handicapped person. A recipient shall place a handicapped person in the regular educational environment operated by the recipient unless it is demonstrated by the recipient that the education of the person in the regular environment with use of supplementary aids and services cannot be achieved satisfactorily."

Section 504 is viewed as civil rights legislation and, like P.L. 94-142, has no expiration date. P.L. 94-142 and Section 504 are interrelated in that P.L. 94-142 specifies what is included in education for the handicapped and how that education is to be provided, and Section 504 specifies what equal educational opportunity means for handicapped students.

Rights and Privacy Legislation

Another piece of federal legislation which has an impact on educational practices is the Family Educational Rights and Privacy Act of 1974. Known as the Buckley Amendment, this law protects the rights and privacy of parents and students by preventing the release of personally identifiable information to any other party without the consent of the parent or eligible student and by permitting the parent or an eligible student to inspect and review the student's educational records. This act states that no federal funds are to be made available to any educational agency which has a policy of denying or preventing parents the right to inspect and review the education records of their children.

Reference to rights and privacy legislation is made in the 1977 federal regulations for P.L. 94-142, thus guaranteeing confidentiality of information and access rights to handicapped children and their parents.

State laws regarding students' records and confidentiality include Am. Sub. H.B. 455, enacted in 1976, and Am. Sub. S.B. 321, enacted in 1984. Am. Sub. H.B. 455 grants parents the right to examine all relevant records with respect to the identification, evaluation, and educational placement of their children. Am. Sub. S.B. 321 limits public access to records concerning pupils and prevents the release of personally identifiable information other than directory information. This law requires authorized school personnel to permit access to student records to law enforcement officers conducting an investigation of a missing or suspected missing child. Information obtained by law enforcement officers may be used only in the investigation of the case.

Complementary State Legislation

Am. Sub. H.B. 455 was enacted by the Ohio General Assembly in 1976 to bring Ohio into conformity with the federal mandates for special education set forth in P.L. 94-142. Ohio was apparently the only state to pass legislation which was a mirror image of P.L. 94-142, including the requirement that all handicapped children of compulsory school age shall be provided with an "appropriate public education." School districts are required to place each resident school-aged handicapped child in an appropriate education program. This law places the responsibility for the education of all children under one authority, specifically the state education agency.

Am. Sub. H.B. 455 requires the State Board of Education to "develop . . . and assure compliance with a state plan for the identification, location and evaluation of all handicapped children in the state, for the placement and provision of special education and related services for all children of compulsory school age, and for the availability of educational placement and special education for handicapped children not of compulsory school age." It also permits the establishment of identification and diagnostic services for children below age 3.

The law further requires the State Board of Education to adopt standards for all handicapped youth, including those in institutions operated by the Ohio Department of Mental Health and Mental Retardation and the Ohio Youth Commission, and those in programs operated by the county boards of mental retardation and developmental disabilities. Am. Sub. H.B. 455 makes the State Board of Education the authorizing agent of educational programs operated by the Ohio Department of Mental Health and Mental Retardation and other state agencies. A comprehensive plan for the education of children in the county 169 programs is required to be submitted to the State Board of Education. With this plan, the state board can ensure that provisions of federal and state laws and state standards for special education are being implemented. Am. Sub. H.B. 455 also creates an advisory council, appointed by the governor, to advise the state board on matters relating to the special education of handicapped children.

Legal requirements include identification and provision of full services

Combined State and Federal Requirements

In summary, the combined federal and state requirements which evolved during the 1975-1985 period included the following:

- Appropriate educational services for all handicapped children, regardless of the severity of their handicap.
- Identification, location, and evaluation of all handicapped children to determine if they are being appropriately served.
- Education of the handicapped in settings with the nonhandicapped, to the maximum extent appropriate.
- Procedural safeguards for handicapped children and their parents, and protection of confidential information.
- A multifactored assessment and individualized education program (IEP) for each handicapped child needing special education.
- Inservice training for teachers and other staff who have responsibility for handicapped children.
- Determination of the number of children identified as handicapped, commonly referred to as child count.

State Leadership

Ohio was in a more favorable position than many states when P.L. 94-142 was passed in 1975. It had a long history of successful program development in special education and a comprehensive state plan designed to provide programs and services to all handicapped children. Ohio also had a regional network for effective delivery of services, program development, and implementation of the law. Advisory committees and councils representing parent, professsional, and concerned service groups were in place to contribute to program refinement. Still, implementation of P.L. 94-142 and Am. Sub. H.B. 455 was difficult in the first few years after the laws were enacted.

Awareness and Understanding of the Laws

Upon passage of the new laws, the Division of Special Education under the direction of Samuel J. Bonham, Jr., took immediate steps to facilitate implementation of the laws. The first order of business was to develop awareness and understanding of the laws for all who were involved in the education of handicapped children. There was also a need to alleviate confusion among professionals and the public as to what the new laws meant to them and to handicapped children.

The staff of the Ohio Department of Education, especially those in the Division of Special Education, were the first to receive inservice training. Then, over a period of several years, the division held inservice programs for SERRC staffs and for school district leaders who, in turn, assisted other special and regular education personnel with local application. The division sponsored inservice programs for the Dean's Task Force on Special Education and, in cooperation with the SERRCs, for professional groups such as the Ohio Council for Exceptional Children and the Ohio School Psychology Association.

Professional groups were alerted to the need for education of the public and the total professional staff in school districts. These groups worked independently and cooperatively to supply information to all persons who might have some interest in the education of the handicapped.

Steps were also taken to ensure that teachers entering the profession would be familiar with handicapped children and the new laws. The Dean's Task Force on Special Education initiated inservice programs and workshops for university personnel who, in turn, incorporated relevant information into their courses for prospective regular and special education teachers.

State Standards

The inability to execute P.L. 94-142 due to insufficient information was a problem because initially there were no federal regulations. During this interim period, the State Board of Education adopted standards to facilitate implementation of the federal law. Due process standards, adopted in 1976, required school districts and other educational agencies to establish and make available written policies and procedures for due process and procedural safeguards.

A second set of standards, effective in 1977, established procedures for the identification, location, and evaluation of all handicapped children in the state, regardless of the severity of their handicap. These standards contained provisions for the placement of all handicapped children in accordance with a multifactored evaluation in a least restrictive environment and on the basis of an individualized education program. The standards also identified provisions for related services, including transportation and developmental, corrective and other supportive services. Transportation standards for physically handicapped children and for transportation to residential schools remained virtually unchanged, but a new standard was created for educable mentally retarded children, which restricted the travel time for these children to 45 minutes one way. Finally, the 1977 standards rescinded provision for legal dismissal from school attendance, which had been made illegal by P.L. 94-142.

Federal Regulations

When the first federal regulations were issued in 1977, there were discrepancies between them and the new state standards. Thus, the Ohio Department of Education prepared a number of guidelines and memorandums for school districts on the evolving complexities of the law. Some of the issues dealt with the schools' responsibilities for the handicapped, due process procedures, reevaluation of handicapped children, and placement of children in state institutions and residential facilities. School officials were often discouraged and overwhelmed with frequent changes in the federal regulations. These changes delayed progress and required local educators to make constant adjustments.

With the finalization of the federal regulations in 1978, problems gradually were resolved, and school personnel began to implement the new laws with greater diligence and confidence. A complete revision of state standards was culminated in 1982. These standards, discussed later in this chapter, clarified the implementation of the federal and state laws and guided the reorganization of all programs for handicapped children.

Child Identification

The new federal and state laws required the identification, location, and evaluation of all handicapped children. The 1977 state standards for these activities re-

Thanks, Ohio,
for the hand you give to
handicapped children

Poster for second Project OHIO, 1981

quired school districts and state institutions to conduct in-school identification of handicapped children residing in the district who may be in need of special education and related services and those who are receiving such programs and services, and to conduct out-of-school identification of children from birth through 21 years of age. School districts are responsible for ongoing identification procedures and for intensive public awareness campaigns every three years to ensure that all handicapped children are identified.

Project OHIO

At the state level, the Ohio Department of Education initiated Project OHIO (Ohio's Handicapped Identification Operation) in 1978, and repeated it in 1981 and 1984, to expedite the requirement for the intensive awareness campaign. The goals of Project OHIO were to inform the public of the educational programs and services available to handicapped children and to seek the cooperation of Ohioans in locating children who may need such services. Project OHIO was also designed to create awareness of handicapping conditions, due process, and confidentiality of information. It emphasized the right of every child to an education, regardless of the severity of the handicap.

The SERRCs were designated as the mechanism by which school districts and other agencies planned, organized, and implemented effective regional identification systems. The SERRCs assisted school districts and agencies in carrying out their responsibilities and coordinated planning among school districts and agencies. Specific activities included providing information to schools and community organizations, placing ads on radio and television and in newspapers, and distributing brochures and other printed materials.

Child Evaluation

Evaluation of handicapped children consists of both preevaluation and multifactored evaluation activities. *Preevaluation* refers to those activities which must be conducted prior to actual evaluation of the suspected handicapped child. It includes notification to parents of procedural safeguards such as criteria for placement, description of the proposed evaluation process, and due process rights.

Multifactored evaluation refers to the evaluation of a suspected handicapped child by a multidisciplinary team of qualified professionals in all areas related to the suspected handicap including, where appropriate, health, vision, hearing, social and emotional status, adaptive behavior, vocational/occupational needs, general intelligence, academic performance, communicative status, and motor abilities.

Tests used in the multifactored evaluation are carefully selected to ensure that the child's ability or achievement level, rather than impairment, is measured. The multidisciplinary evaluation team is charged with the responsibility of preparing a written report which summarizes and interprets the results of the multifactored evaluation. The team report is made available for use at the IEP conference.

After the initial multifactored evaluation, *reevaluation* must be conducted at least once every three years. However, reevaluation may occur more frequently, if conditions warrant or if requested by the child's parent or teacher.

IEP Requirements

P.L. 94-142 requires the development of an IEP for each child enrolled in a special education program. This requirement necessitated a great amount of paper-work and many IEP conferences, as IEPs had to be written for all children who were enrolled in special education programs at that time. This was very time consuming, especially in larger school districts where literally thousands of IEPs had to be written.

After the initial avalanche of IEPs was completed, new IEPs for placement were written as children were referred, and annual reviews were systematically scheduled throughout the year. The latter greatly alleviated the work load and reduced resistance to the IEP process. Inservice programs, jointly sponsored by the SERRCs and school districts, made special educators more competent and comfortable in developing IEPs. Inservice dealt with topics such as organizing IEP conferences, writing the IEP, individualizing instruction, and organizing curriculum based on the IEPs of the children in the class.

Parent Involvement

The new laws required parent participation in the development of the IEP and in other educational decisions. However, parent involvement was slow to evolve. When parents did not participate, school personnel had to inform parents about their child's proposed educational program and secure their consent to implement that program. As parents began to understand the process and became cognizant of their rights and their children's rights, they cooperated with school personnel and became active partners in planning for and providing educational programs for handicapped children.

Parent education was accomplished through the formation and expansion of parent groups and coalitions. The SERRCs offered valuable assistance in guiding the organization of parent groups. SERRC personnel—in conjunction with leaders of parent organizations, school administrators, supervisors of special education, university representatives, and others—helped parents understand their rights and responsibilities under the law. Because the SERRCs were not directly associated with any particular school districts, parents trusted them to give impartial assistance.

Parent volunteers helping school personnel

Surrogate Parents

P.L. 94-142 protects the handicapped child's rights when no parent can be identified or located for the child or when the child is a ward of the state. An individual is assigned to act as a surrogate for the parent and to represent the handicapped child in all matters pertaining to identification, evaluation, and educational placement and also to assure that the child receives a free appropriate public education.

Federal regulations and state law prohibit the assignment as surrogate parent of an individual who is an employee of any agency involved in the education or care of the handicapped child or who has a conflict of interest with the education of the child. Interpretation of "care" of a handicapped child became an issue. Specifically, some persons believed that it was illegal for case workers or other employees of Children's Services to serve as surrogate parents because of their involvement in the "care" of handicapped children. To clarify the issue, state law was amended to remove the "care" clause, thus permitting Children's Services employees to serve as surrogate parents.

The Ohio Department of Education issued a memorandum in 1985 outlining federal and state laws relating to surrogate parents and notifying school districts of their responsibility to appoint surrogate parents for handicapped or suspected handicapped children. State agencies agreed that their local subdivisions would inform school officials when a handicapped child is placed in their legal custody. Also, the Ohio Department of Education prepared surrogate parent training materials. Training sessions for surrogate parents are conducted by the SERRCs.

Least Restrictive Environment

From the beginning of special education in Ohio, the state's philosophy was to separate handicapped children from the regular school environment only to the degree and for the amount of time necessary. In practice, however, this was not always possible.

The least restrictive environment (LRE) requirement in P.L. 94-142 means that, to the maximum extent appropriate, handicapped children, including those in public or private institutions or other care facilities, are to be educated with children who are not handicapped. Enrollment in special classes, separate schooling, or other removal of handicapped children from the regular educational environment is to occur only when the nature or severity of the handicap is such that education in regular classes with the use of supplementary aids and services cannot be achieved satisfactorily.

Section 504 and P.L. 94-142 specified that handicapped children should participate with nonhandicapped children in not only academic areas but also nonacademic and extracurricular activities and services, such as meals, recess periods, counseling, athletics, transportation, and health services. Also, handicapped children should have available to them the variety of educational programs and services available to nonhandicapped children, such as art, music, industrial arts, and vocational education.

Three consultant positions were established in the Ohio Department of Education to provide technical assistance and develop programs in physical education, the arts, and vocational education for handicapped students. These consultants function as liaisons between the Division of Special Education and the divisions of Elementary and Secondary Education and Vocational Education. A consultant position was also established to coordinate the transportation needs of handicapped children and to provide a liaison between the divisions of Special Education and School Finance.

Student and teacher in a school operated by a 169 board

Ohio's Dual School System

A problem unique to Ohio that LRE highlighted was the existence of what was called a dual school system: the public schools and the separate schools operated by the county boards of mental retardation, or 169 boards. Prior to the enactment of P.L. 94-142 and Am. Sub. H.B. 455, Ohio classified children as educable (IQ of 50 or above) or trainable (IQ below 50). Public schools provided for educable children, while the county 169 boards provided for trainable children.

Existing procedures for this dual system for school-age youth were not compatible with P.L. 94-142 which made the assumption that all children could be educated and that the regular classroom setting was the most desirable placement. A child with an IQ below 50 could no longer arbitrarily be assigned to a county 169 program, but could be assigned to such when the IEP team determined it to be the appropriate placement for the child.

P.L. 94-142 placed responsibility for all educational programs with the state education agency. In Ohio, responsibility for educational programs for the handicapped evolved over the years under the direction of the Ohio Department of Education, the Ohio Department of Mental Health and Mental Retardation (later changed to the Ohio Department of Mental Retardation and Developmental Disabilities), and the Ohio Youth Commission (later changed to the Ohio Department of Youth Services).

Sole Responsible Agency for All Education Programs

Ohio briefly experienced some delay in the flow of federal funds for special education programs while this difference between state and federal law existed. The enactment of Am. Sub. H.B. 455 in 1976 resolved the issue of Ohio's dual school system by making the State Board of Education the sole responsible agency for all education programs operated by the public schools and by all state agencies.

Other steps were taken to clarify the responsibilities of the Department of Education. Raymond A. Horn was advanced from director of the Division of Federal Assistance to executive director for compensatory and habilitative services. In this role, Horn was the administrator responsible for assuring compliance with both P.L. 94-142 and Am. Sub. H.B. 455, regardless of which state agency was providing the educational services.

In 1977 the State Board of Education adopted standards for special education programs in county boards of mental retardation and state institutions and hospitals. For the first time, teachers in these programs had to meet the same requirements for certification as teachers in public schools. Charters were issued to the county boards, institutions, and hospitals providing these programs.

In 1981, to meet P.L. 94-142 requirements, memorandums of agreement between the Ohio Department of Education and the Ohio Department of Mental Retardation and Developmental Disabilities (MR/DD), the Ohio Department of Mental Health, and the Ohio Youth Commission were signed to clarify the state education agency standards and monitoring procedures for special education programs operated by those agencies.

Financial Considerations

In 1985 financial responsibility for the county MR/DD programs and services for developmentally handicapped and multihandicapped school-age children (ages 6 through 21) was transferred from the Ohio Department of MR/DD to the Ohio Department of Education. The county MR/DD programs now receive unit funding based on the same statutory formula used to fund units in school districts. The county boards report the number of students served and request appropriate funding. After the school districts of residence of the children have been determined, the Ohio Department of Education reduces the state allocation to those school districts by 60 percent of the districts' tuition rates.

Complaint Resolution

The federal and state laws specify procedures for resolving disagreements regarding the identification, evaluation, and placement of handicapped children and the provision of a free appropriate public education. Mediation is recommended as the first step to resolving disagreements, but it cannot be used to delay or deny an impartial due process hearing. The steps in mediation include a case conference between school personnel and the parents, an administrative review by the school district superintendent, and a prehearing conference with a representative of the Ohio Department of Education.

An impartial due process hearing may be requested by the parents, school, or other educational agency to resolve a disagreement. If the party who requested the impartial due process hearing is aggrieved by the decision, that party may appeal to the State Board of Education for a state-level review. If the state-level decision is still not satisfactory, the party may appeal to the courts. Most disagreements have been resolved at the local level through mediation efforts. From approximately 200,000 students receiving special education services annually between 1975 and 1985, only 51 cases were decided in impartial due process hearings.

Two Due Process Hearings Decisions

Decisions in two due process hearings in Ohio focused on least restrictive environment. Parents in these cases appealed to the State Board of Education and, ultimately, filed complaints in federal district court, naming the state and local educators as defendants. In both cases, *Roncker v. Walter* and *Selelyo v. Drury*, the parents maintained that the least restrictive environment for their children was the public school rather than the county 169 program. The state defendants were dismissed from both suits when the state entered into a settlement agreement that required the superintendent of public instruction to issue a memorandum regarding placement of handicapped children in the LRE and required a statewide practitioners conference on LRE requirements. The state fulfilled its obligations by issuing the required memorandum in 1981 and by holding the statewide LRE conference in 1982.

Settlement of these cases clarified and reinforced the understanding that a continuum of placement alternatives must be available for every program and that, in making decisions on an individual child basis, the child cannot be removed any further from the regular education class than is necessary for an appropriate education program. In determining placement in the LRE, the IEP team must answer a series of yes-no questions beginning with the least restrictive end of the continuum. When the team can answer "yes" to a particular placement along the continuum, that becomes the least restrictive placement for that child.

U.S. Supreme Court Cases

Between 1975 and 1985, there were four U.S. Supreme Court cases in which P.L. 94-142 was a factor. These cases have had an impact on special education in Ohio and throughout the nation.

- *The Board of Education of the Hendrick Hudson Central School District (NY) v. Rowley* dealt with the use of an interpreter for a deaf student. The court decided that boards of education do not have to maximize the child's potential but must provide an appropriate education program for the child.
- *Irving Independent School District (TX) v. Tatro* dealt with catheterization as a related service. The court decided that, because catheterization was necessary for the child to attend school, it was a related service. However, not all related services must be provided by the school. Catheterization was required to be provided by the school because it could be administered by nonmedical personnel. The Ohio Department of Education issued a memorandum to all school districts on this matter in 1980, stating that catheterization is a related service for handicapped children when included on the IEP. Also, catheterization is to be provided on the basis of a prescription by a licensed physician and is to be conducted under the supervision of qualified medical staff.
- *Smith v. Robinson (RI)* dealt with attorney fees to resolve legal questions raised by P.L. 94-142. The court decided that such educational questions should be litigated under P.L. 94-142 rather than under any civil rights act or Section 504 and that, because P.L. 94-142 does not provide for reimbursement of attorney fees, the parents could not recover such fees. A revision to this issue occurred in 1985 with the passage of federal legislation which permits attorney fees to be paid in civil cases when the school district is found guilty in a P.L. 94-142 case.

- *School Committee of the Town of Burlington, Mass. v. Dept. of Education of the Commonwealth of Mass.* dealt with placement of a handicapped child in a nonpublic school. The court decided that, if parents send their child to a nonpublic school and the placement is proven to be an appropriate one as a result of a due process hearing, the public school shall pay the tuition if the public school does not offer an appropriate educational program for that child.

Unresolved legal issues at the end of 1985 pertained to private residential placement, out-of-state placement, psychotherapy as a related service, and services through auxiliary funding for handicapped children in nonpublic settings.

Other Landmark Decisions

Clarification of the rights of the handicapped, as a result of federal and state litigation and related memorandums issued by the superintendent of public instruction, led to further refinements. Settlement in 1981 of an Ohio case, *Barbara C. v. Rudy Magnone* (known as the Orient Case) addressed the need to provide adult basic education to handicapped persons residing in institutions.

In 1982 the Sixth Circuit Court of Appeals affirmed that a handicapped child could be suspended from school for a short-term period if the procedures followed were the same as for the nonhandicapped. However, the court held that expulsion would be a denial of the basic requirement of P.L. 94-142 that a handicapped child receive an education. If a handicapped child commits an offense that would lead to expulsion for a nonhandicapped child, the school must ascertain that the behavior was not the result of the handicapping condition. If so, the child's placement cannot be changed. If not, the child's placement can be changed subject to due process procedures.

Conditions for the appointment of a parent surrogate, as well as conditions under which a child can be removed from school, were clarified as part of a settlement agreement in the case of *Jesu D. v. Maumee.* A state superintendent's memorandum issued in 1985 affirmed the conditions for removal of a handicapped child from school and the appointment of a surrogate.

Unit Funding for Special Education

Special education has been funded on a unit basis since 1945. The Division of Special Education gathers data from school districts on the number and type of special education units needed. It then sets in priority order those areas that will receive funding in the event that full funding cannot be provided in the budget.

Since 1975, state auxiliary service funds have been provided for handicapped children attending nonpublic schools. These auxiliary service funds are for services to be provided directly to handicapped children and not to the nonpublic schools. The Ohio Department of Education issued a memorandum in 1978 suggesting procedures for school districts to follow in implementing federal and state requirements for handicapped children who attend nonpublic schools and receive services from public schools through auxiliary service funds. School districts that receive auxiliary service funds are required to provide handicapped students in nonpublic settings with a genuine opportunity for equitable participation in special education and related services in a manner that is consistent with the number of handicapped nonpublic school students needing special education.

Escalating Costs

The costs of educating handicapped children have escalated as a result of implementation of federal and state mandates, the specialized nature of programs and services, technological support needs, and general inflation. In 1980 the National Association of School Boards reported that the cost of educating a handicapped child was three times that of educating a nonhandicapped child. With no foreseeable means of significantly reducing the cost of special education, concern exists regarding adequate funding for programs and services.

PREP Monitoring

The concept of monitoring education programs for the handicapped was a familiar one in Ohio, dating back to 1898 when state law required the inspection of public school programs for the deaf. Since then, special education programs were reviewed periodically to ensure that they were being operated in accordance with state laws and standards. The monitoring process in Ohio was expanded in 1978 following issuance of federal regulations pursuant to P.L. 94-142. The federal regulations—along with state law and state standards—enlarged the scope, specificity, and need for documentation of required special education services.

The Division of Special Education approach evolved into a formal, systematic monitoring process called *Program Review and Evaluation Procedures*. Areas subject to monitoring under PREP, as the process is known, include the following:

- Full educational opportunity
- Free and appropriate public education
- Priorities for the expenditure of resources
- Individualized education programs
- Identification, location, and evaluation of handicapped children
- Least restrictive environment
- Confidentiality
- Protection in evaluation
- Due process procedures
- Use of flow-thru funds
- Comprehensive system of personnel development
- Federal child count
- All programs and services for handicapped children
- Placement of children in a private school
- Participation of private school children
- Parental, school district, and other agency formal complaints

PREP Activities

PREP consists of a number of activities conducted by division staff. A review of the school district's special education administrative procedures is held, followed by provision of technical assistance in revising those procedures, when necessary. Onsite visits are made to selected school districts to review special education programs, related services, and implementation of procedural safeguard rules. Specific onsite activities include interviews with school administrators, special educators, related services personnel, and parents; review of facilities; and review of child records.

A report which includes commendations, recommendations, and suggestions for program improvement is prepared and shared with school administrators who re-

Local school personnel and Division of Special Education coordinators conducting a PREP conference

spond to that report. Technical assistance is provided to resolve any issues or problems. The final step is the preparation of a clearance report to the school district to confirm the district's compliance with state and federal regulations.

Since 1980, the monitoring role has gradually been changed to add a major emphasis on program excellence. While division staff continue to monitor federal and state mandates, they also review program development and, in cooperation with school district officials, identify program development topics for the purpose of improving program quality.

SERRC Services

Ohio's SERRCs have demonstrated a positive impact on planning and providing quality programs for handicapped children since the early 1970s. When P.L. 94-142 was enacted, Director Bonham used discretionary funds under Title VI-B to support the SERRCs. This proved to be highly effective in developing and implementing programs and priorities in accordance with P.L. 94-142. The SERRCs placed Ohio ahead of many other states in meeting the requirements of this federal law. They continue to serve Ohio as effective links between school districts and the state and provide the organizational structure for multidistrict special education services at the regional level.

The goals of each SERRC are "to assist local school districts in the initiation and expansion of programs and services for handicapped children through joint planning and cooperation among school districts in a region to serve an increased number of handicapped children" and "to provide local school districts with resources designed to improve the quality of instruction for handicapped children through the delivery of instructional skill training to teachers based on newly developed instructional materials and methodologies."

The SERRCs provide services to all school districts, county boards of MR/DD, and many institutions in Ohio. Each center operates through a participatory management system based on a governing board composed of school district superintendents, special and general education personnel, parents of handicapped children, and representatives from nonpublic schools, county boards of MR/DD, regional institutions, and universities.

SERRC Components

Each SERRC consists of several components. One is Identification and Program Development (IPD), a variation of the program planning and development centers established in 1969. The IPD component provides technical assistance in child identification, program identification and development, and program management.

Another component is the Instructional Resource Center (IRC), discussed earlier, which continues to provide training services through SERRC staff and university courses, materials/media center services, and information services and programs.

A third component, the Regional Educational Assessment Programming Project (REAPP), was created in 1977 to assist school districts in the evaluation of children who were difficult to assess and especially those who had or were suspected of having multiple or severe impairments. A REAPP team is comprised of one or more evaluation specialists, as determined by the local SERRC governing board. This team develops a comprehensive individualized profile of the child's needs and suggests ways to meet those needs. REAPP projects provide assessment services to over 3,000 children annually, and REAPP team members participate in IEP conferences for over 5,000 children annually.

Ohio Resource Center for Low Incidence and Severely Handicapped

The Ohio Resource Center for Low Incidence and Severely Handicapped (ORCLISH) is a project to assist school districts with the needs of children with low

Handicapped child using manipulative devices

ORCLISH consultant demonstrating assistive aids

incidence or severe handicaps, such as hearing, visually, orthopedically and severe behavior handicapped, and multihandicapped. ORCLISH also serves the parents and others working with these children. Services and resources include inservice training, assistive aids and devices to increase the children's capabilities, information dissemination, audiovisual library, parent/professional library, and materials for children with visual handicaps. A current focus is augmentative communication which develops nonvocal communication in children who are unable to speak.

ORCLISH evolved from the former Central Registry for the Blind. Originally housed at the State School for the Blind, the registry moved to the Central Ohio SERRC in 1977 and was renamed the Ohio Resource Center for the Visually Handicapped. In 1980 it was expanded to include low incidence and severe handicaps and became known as ORCLISH. Although ORCLISH is housed at the Central Ohio SERRC, it is a statewide project and its services are available through the IRC component of the other SERRCs in the state.

Project CASE

Project CASE (Computer-Assisted Special Education) was initiated in 1982 to help SERRC personnel acquire the technical skills needed to aid school districts in the delivery of computer-assisted management and instructional services to handicapped children. After completion of the three-year project in 1985, the Division of Special Education assumed responsibility for facilitating computer applications in special education instruction and management functions in Ohio school districts. The di-

One of many Project CASE workshops

vision coordinates with the Division of Computer Services and Statistical Reports, provides inservice to school districts, and maintains software which is updated by the Northeast Ohio Computer Consortium to make it consistent with federal and state requirements.

1982 Rules

The Division of Special Education received considerable feedback from school districts about the difficulty in interpreting the 1978 federal regulations for P.L. 94-142 in terms of the state standards that were adopted in 1976 and 1977. Thus, the division recognized the need to revise state standards for special education to bring Ohio into compliance with the federal requirements and with the state law for the education of handicapped children.

Under the leadership of Director Bonham, the difficult and tedious process of revising all standards for special education was undertaken. A special standards revision advisory committee worked with division staff to review and revise the standards. Countless meetings were held throughout the state to gather suggestions and hear concerns from school district administrators, special educators, professional organizations, parents, and parent organizations.

The standards revision process was a major effort consuming more than three years and giving the opportunity for every interested organization and individual to be heard. Many proposed standards were examined and considered before a final set was formulated and adopted by the State Board of Education in 1981. The development and adoption of these standards capped the career in the Division of Special Education of Bonham, who retired shortly thereafter.

Effective in 1982, the new standards, called *Rules for the Education of Handicapped Children*, put all federal and state requirements into one document. They placed increased emphasis on the responsibility of each school district for program management and decision making, including local development of written policies and procedures. The continuum of program options was clarified, and supplemental services was added as a placement alternative.

Supplemental Services

Supplemental services is a method of program delivery in which a special education teacher facilitates the education of a handicapped child in the regular classroom by assisting in developing IEPs, developing teaching and behavioral strategies, selecting and developing instructional materials and equipment, and suggesting appropriate modifications of the regular classroom environment for the handicapped child. Supplemental services teachers facilitate the mainstreaming of students. Their services should result in greater success for all handicapped children who do not require direct special education services. Considerable growth in this program option is anticipated in the next few years.

Name Changes for Program Areas

Special education program options were defined in 1982 rules for children with eight types of handicaps: multihandicapped, hearing handicapped, visually handicapped, orthopedically and/or other health handicapped, severe behavior handicapped, developmentally handicapped, specific learning disabled, and speech handicapped.

Related changes were made in the names of the program areas when compared with the 1977 standards. Hearing impaired became *hearing handicapped;* crippled became *orthopedically and/or other health impaired;* severe and/or multiple impairments became *multihandicapped;* educable mentally retarded became *developmentally handicapped;* and learning and behavioral disabilities became *specific learning disabled.* The name *severe behavior handicapped* was virtually unchanged from 1977. Speech and language services were considered a program area when no other special education program was being provided.

Definition of Related Services Broadened

Related services were broadened to include "other supportive services as are required to assist a handicapped child to benefit from special education." This could include such services as counseling, recreation, school health, and parent counseling and training. School districts could provide related services by themselves or in cooperation with a nonprofit agency. A related service could be considered a special education program in certain circumstances, if no other program was being provided. Speech and language services and school psychological services, previously treated as separate program areas, were now included under related services.

Information pertaining to funding for special education and related services was assembled into one rule in the 1982 standards. Conditions for state reimbursement were specified for each area of handicap. New categories for reimbursement included adapted physical education and vocational special education coordinator services.

Child Information Management System

P.L. 94-142 regulations required that a practical method be developed to determine which children are currently receiving special education and related services. Prior to 1982, school psychologists maintained child study files that included information relating to the children referred. With the 1982 rules for special education, the child information management system was formalized to identify those children receiving special education and related services. Specific documentation of pertinent data and identification, evaluation, placement, and review information is required for all handicapped and suspected handicapped children. This system enables special educators to ensure that all procedural safeguards are followed in the appropriate time constraints.

Renewed Emphasis on Quality

Between 1975 and 1981, during Bonham's final years as director of the Division of Special Education, unprecedented growth and changes occurred in special education. Ohio made significant progress toward the goal of ensuring a free appropriate public education for all handicapped children. Special education programs increased in size and scope to the point where additional major growth was no longer feasible. Attention shifted to renewed emphasis on the quality of special education programs and services. The 1982 rules for special education were another step in ensuring quality educational programs for handicapped children.

Frank E. New Appointed Director

Frank E. New

Frank E. New became director of the Division of Special Education in 1982. He previously served the division as assistant director for program operations, section chief for the physically handicapped and learning disabilities section, ESEA Title III liaison consultant between the divisions of Special Education and Vocational Education, and consultant for EMR programs.

Director New's major thrust has been to improve the quality of special education programs and services by forming partnerships with other divisions in the Ohio Department of Education, other state agencies, special education related organizations, educators, and parents. These partnerships promote the involvement of many knowledgeable people and lead to consensus on what constitutes quality.

Special Education Initiatives

Director New has worked closely with the State Superintendent's Advisory Council for Special Education which set as a major long-range goal assisting school districts in providing quality education services to handicapped children in Ohio. In response to this goal, the Division of Special Education invited parents and educators from across the state to seek consensus on ways in which program quality could be achieved.

Five goals were established in 1983 and are discussed in a document titled *Initiatives in Special Education*. These five goals are as follows:

- Increase vocational and career educational services for handicapped children by refining the coordination between special education and vocational education.
- Improve the effectiveness of regular education personnel who are serving handicapped children by providing systematic educational opportunities at the preservice and inservice levels.

- Enhance parents' and special education personnel's understanding and delivery of educational programs and related services for severely handicapped students, with a particular focus on career, vocational education, and awareness of life span planning in the least restrictive environment.
- Strengthen the parent-educator partnership in IEP development through provision of inservice training.
- Improve instruction for handicapped children by promoting research in special education, conducting pilot programs, and applying computer technology.

These five goals were accompanied by more than 90 state, regional, and local initiatives which, if realized, will have significant impact on the quality of programs and services for handicapped children in Ohio.

The state superintendent's advisory council and the Division of Special Education staff developed a self-appraisal instrument, titled *Measuring the Momentum Toward Excellence: A Special Education Self-Appraisal Guide*, to assist school district personnel and parents in measuring their school district's attainment of the five goals. Quality initiative task forces in each of the 16 SERRCs reviewed drafts of the guide and contributed to its development. The guide was published and disseminated to all school districts in 1985.

Parent-Educator Team Training

A current activity strengthening parent-educator partnerships is the Ohio Coalition Parent/Educator Team Training Project. Initiated in 1984 by the Coalition for the Education of Handicapped Children and funded through a state grant, the project is aimed at promoting and maintaining partnerships between school personnel and parents of handicapped children, establishing a statewide parent/educator team training network, and assisting parents of handicapped children at the local level.

The training of parents and educators focuses on six topics: the law and its effect on the handicapped, communication between parents and educators, individualized education programs, evaluation procedures, due process, and conflict resolution.

Leaders of Parent/Educator Team Training Project

Training sessions are action oriented with many simulations. Parents and educators exchange roles to promote understanding of the others' views. Once trained, the participants are expected to train others, thus creating a network of qualified people to assist parents and educators throughout the state.

Other Efforts to Improve Quality

In addition to the formation of special partnerships, other efforts are being made to improve the quality of education programs and services for handicapped children. These include intervention assistance teams, interdepartmental cluster services, competency based education, and early childhood education.

Intervention Assistance Teams

In 1983 the divisions of Elementary and Secondary Education and Special Education initiated a project to assist students who had been inappropriately referred in the past as suspected handicapped. The project uses intervention assistance teams to help regular classroom teachers work more effectively with children who have difficulty achieving success in regular education but who do not qualify for special education. The project has been successful in reducing the number of inappropriate referrals and has helped children who are often called "borderline" handicapped.

A manual, titled *Intervention Assistance Teams: A Model for Building Level Instructional Problem Solving*, was prepared in 1985 by the staffs of the two divisions and describes how intervention assistance teams can support instructional personnel working with nonhandicapped students who have learning problems. Given the need for schools to comply with P.L. 94-142, Am. Sub. H.B. 455, and competency based education requirements in the new elementary and secondary education minimum standards, the instructional problem-solving models evolving from this project offer additional hope for quality programs for all children in Ohio.

Interdepartmental Cluster for Services to Youth

Parents and professionals dealing with children having severe physical or behavioral problems and/or multiple handicaps were concerned that such children were not always appropriately served in a timely manner. Because of the need for services from more than one agency, children who did not clearly meet the definition for services from any single agency were often neglected. Others received duplicate services because two or more agencies were not in communication.

In 1984 an interagency agreement was voluntarily reached by the six state departments involved in the delivery of services to children and adolescents. Participating were the departments of Education, Health, Mental Health, Mental Retardation and Developmental Disabilities, Public Welfare, and Youth Services. Children for whom all attempts to resolve problems at the local level have failed and who fall into the categories mentioned above are eligible for services from this group, which is known as the Interdepartmental Cluster for Services to Youth.

Authorized representatives review each referral and secure additional evaluation, if needed. They refer the child back to one or more of the local affiliates, if appropriate, and give directions as to how, where, and by whom services should be provided and funded. In some cases, an individual plan for services is developed. The representatives determine which agency will be designated to coordinate services and monitor progress. Final monitoring and reporting are the responsibilities of the Interdepartmental Cluster.

Competency Based Education

State minimum standards for elementary and secondary education, adopted in 1982, required school districts to develop competency based education programs for English composition, mathematics, and reading. This requirement stemmed from society's increasing pressure for accountability in education. The minimum standards also required school districts to have written policies and procedures regarding the participation of handicapped students.

Blanket exclusion of handicapped students from competency based education was not permitted under Section 504 regulations because such exclusion could be regarded as discrimination. However, individual handicapped students could be exempted, if so determined by the student's IEP committee on the basis of the student's level of educational performance. A statement regarding participation in or exemption from competency requirements is made part of the IEP. If it is determined that the student will participate, any modifications in the testing procedure for that student are indicated on the IEP. Full implementation of competency requirements will be required by the 1989-90 school year.

Early Childhood Education

Federal regulations for P.L. 94-142 authorized preschool incentive grants to states which provide special education and related services to handicapped children age 5 and under. Beginning in the 1978-79 school year, from 15 to 22 Ohio school districts have been receiving funds to serve 800 hearing handicapped, specific learning disabled, developmentally handicapped, and speech/language handicapped children. Parent involvement is an important component of the program.

Analysis of the efforts indicates that preschool programming provides the kind of stimulation and structure that allows for a more successful transition into the school environment and enables school districts to make appropriate placement at the beginning of each handicapped child's formal schooling. The Ohio Department of Education is examining early childhood programs for all handicapped children.

P.L. 98-199, enacted in 1984, includes state planning grants for development of a comprehensive delivery system that provides special education and related services to handicapped children from birth to 5 years of age. The Division of Special Education has received a planning grant to assess the educational and related service needs of these children and to proceed with the development of an early childhood state plan.

In addition, 64 early childhood state foundation units for handicapped children between the ages of 3 and 5 were approved for the 1984-85 school year. These units encompassed all handicap areas. School districts with an early childhood program funded by a foundation unit or an incentive grant were encouraged to coordinate their efforts with Head Start programs that provide early childhood experiences for disadvantaged children. Although early childhood programs are not required at this time, some advocates want these programs mandated so that all handicapped children are provided early intervention and appropriate individualized instruction.

Examples of early childhood education and intervention strategies

Removal from Special Education

A growing concern in recent years has been the removal of handicapped children from special education programs. Because the federal and state laws require that all handicapped children of compulsory school age be provided with a free appropriate public education, there has been confusion about how to deal with handicapped children who are disruptive or who do not want to attend school. This issue was clarified in a memorandum issued by the Ohio Department of Education in 1985 which specified the circumstances under which a child placed in a special education program may be removed. Circumstances permitting removal include the following:

- Request by the parent or surrogate for removal and agreement in writing to that request.
- Withdrawal of the child from the school by the parent or surrogate.
- A due process hearing directive to remove the child from special education.
- Determination through due process procedures of the child's ineligibility for special education based on reevaluation and no parental objection to that removal.
- Expulsion from school only when the child's behavior is an immediate physical danger to self or others and constitutes a clear emergency in the school and when an IEP conference is held and prior written notice is provided.

Certification of Special Education Personnel

In the early 1980s, the State Board of Education began to review certification requirements for teachers in Ohio, including special education teachers and related services personnel. Public hearings were held throughout Ohio in 1985 to obtain professional and citizen comments on the development of proposed new certification standards. Recommendations regarding special education certification were made to the State Superintendent's Task Force for Preparing Special Education Personnel.

The State Board of Education adopted new certification standards in 1985, to become effective on January 1, 1987. These standards should serve to upgrade professional preparation of all Ohio's teachers with respect to knowledge and techniques of working with the handicapped. The new standards require special educators to have a minimum core of knowledge of the typical learner in regular education, a general core of content that is generic to all areas of special education, specialized knowledge in one or more categories of handicap, and knowledge of exceptional children and due process procedures.

Subcommittee of State Superintendent's Advisory Council for Special Education

Physically Handicapped

The original core of Ohio's special education programs—those for deaf, blind, and crippled children—peaked in number during the late 1970s and early 1980s, then began to decrease.

Units Peak and Decline

Orthopedically handicapped units reached 336.4 in 1980-81 and dropped to 222.8 by 1984-85. Units for hearing impaired rose to 371.7 in 1978-79 and fell to 283.9 in 1984-85. Units for visually impaired were 110.3 in 1978-79 and 63.8 in 1984-85. These decreases in units for the physically handicapped reflected not only overall declining school enrollments but also developing knowledge, refined treatment techniques, and new preventive measures. For example, health measures that followed the polio epidemics of the 1940s through the 1960s meant that fewer children were afflicted and more of those who were could attend regular classes.

Of the children who could not attend regular classes, many had serious health problems. Some required hospitalization and educational programs within the hospital setting. Others could not be best served in the special education class or school because they had multiple handicapping conditions. New programs for the multihandicapped were initiated in the 1973-74 school year and grew rapidly, reaching 519.4 units by 1984-85. In general, the number of physically handicapped children was low in comparison with those in other areas of special education. Thus, these children began to be called the *low incidence handicapped.*

ORCLISH Formed

Among the most positive developments of the 1975-1985 decade was the formation of the Ohio Resource Center for Low Incidence and Severely Handicapped (ORCLISH) and low incidence-severely handicapped (LISH) task forces. Each SERRC now has a LISH task force which meets to discuss regional and statewide issues related to the low incidence and severely handicapped program areas. The task force consists of parents, teachers, supervisors, and administrators from the various program areas.

Issues that need to be dealt with on the state level are brought to the ORCLISH advisory committee for discussion and action. The SERRCs and ORCLISH have cooperated to encourage the development of products needed in the LISH program areas. The SERRCs and LISH task forces create product ideas, and ORCLISH funds the development of products that are useful statewide. Products not available commercially have been developed on the following topics: reader services for the visually handicapped, transportation, outburst control and preventive exercises, record keeping, and a model program for severe behavior handicapped.

The ORCLISH staff and resource center are based in Columbus and presently housed in the same building as the Central Ohio SERRC. This location, a short distance from where the Division of Special Education is located, is convenient for the delivery of services and materials statewide.

Preschool Services

As a result of the enactment of P.L. 94-142 and Am. Sub. H.B. 455, two issues surfaced in programs for the low incidence handicapped, especially in rural counties. First, Ohio recognized very early that, if deaf and blind children were to be ready for an academic school program by age 6, communication skills and experiential background had to be provided earlier. Accordingly, programs for deaf and blind children over 3 were encouraged.

When regulations for P.L. 94-142 were issued, the legal interpretation was made that school districts were only required to provide programs for handicapped children in the same age ranges as programs for the nonhandicapped. Several school districts operating programs for 3- and 4-year-old deaf or blind children then eliminated these programs.

Thus, the law that was devised to open doors to handicapped children closed out services to a few of them at a critical developmental period in their lives. This problem has not been fully resolved, although it is being addressed by the SERRCs and ORCLISH.

Isolated Services for Physically Handicapped Children

The second issue relates to isolated services for physically handicapped children. As early as the 1930s, special educators in Ohio determined that isolated services (for example, a single class serving children from two or more counties) were not effective for deaf, blind, and crippled children. Efforts were made to establish centers where enough children with similar handicaps could be gathered together in a higher quality program. This required boarding some rural children during the week in homes that were secured with assistance from the Ohio Department of Public Welfare.

Some parents were unhappy because the children could not attend school closer to home, but they became more accepting as the children began to show evidence of progress. P.L. 94-142 specified that school districts "shall insure that . . . each handicapped child's educational placement . . . is as close as possible to the child's home." Responding to pleas from parents who ignored the subsequent federal guidelines that "in making a placement decision, consideration must be given to any potential harmful effect on the child or the quality of services which the child needs," the isolated classes began to reopen.

Although the parents' goal of keeping the children at home has been met, program quality may not be adequate in all such classes. This issue has not been addressed directly in Ohio. However, a task force of the American Council on Rural Special Education is currently researching ways to assist teachers and children in rural settings.

Hearing Handicapped

Ohio programs for the hearing handicapped have gradually moved away from the traditional oral approach to teaching deaf children, originally required by state law because it presumably provided greater access to the hearing world. Teachers now use the approach most likely to meet that pupil's needs as determined from the child's IEP.

Impact of Recent Laws

With the emphasis of P.L. 94-142 and Am. Sub. H.B. 455 on serving the handicapped in the least restrictive environment, more mildly and moderately hearing impaired students were identified, evaluated, and placed in regular education programs with needed support services. Beginning in 1979, the Division of Special Education approved experimental units for coordinators for these students to improve their opportunities for success in the mainstream. The coordinators counseled hearing impaired children and assisted with their evaluation and instruction. The coordinators also worked with regular teachers, tutors, therapists, parents, and interpreters. Since 1982 low incidence coordinators from the SERRCs have provided comparable services to the hearing impaired.

Preparing for the World of Work

As with other areas of special education, there was concern regarding the employability of the deaf after graduation from high school. By the late 1970s, some joint vocational schools admitted hearing impaired students to their programs. This occurred primarily in metropolitan school districts where a coordinator was employed to help hearing impaired students prepare for and adjust to the work setting. Some deaf students transferred to the Ohio School for the Deaf for the high school years to take advantage of its vocational program. Others attended the state school as day, rather than boarding, students for the same reason. A few students participated in work-study programs which became available to all handicapped students.

Efforts are being made to ensure that each hearing handicapped student is placed in a career-vocational program closest to the student's interests and abilities. Also, emphasis is being given to coordinating existing resources so that schools and other training agencies can function cooperatively on behalf of the hearing handicapped student.

ORCLISH Provides Assistance

As with other low incidence handicap areas, the Ohio Resource for Low Incidence and Severely Handicapped (ORCLISH) has contributed to programs for the hearing handicapped from 1980 to the present. One successful program was SKI•HI,

Hearing handicapped child feeling sound vibrations

a home instruction program for hearing handicapped infants and youth. Because federal regulations require that school districts provide programs for handicapped children in the same age range as those for nonhandicapped children, some school districts used this as a license to close preschool programs for deaf children.

Thus, SKI•HI filled the need of preparing preschool children to be better able to attend school when they reached the minimum age. SKI•HI focused on training teachers to become advisors to parents of hearing handicapped children and to implement a special curriculum for these children. Many school districts adopted the program and are offering services to parents and their young children using the SKI•HI model.

Gallaudet College's Outreach Program

ORCLISH also has cooperated with Gallaudet College in Washington, D.C., the only college for the deaf in the country. Through Gallaudet's outreach program, which is designed to assist school-age children with hearing handicaps, ORCLISH and Gallaudet provide valuable inservice training and technical assistance. The ORCLISH staff functions as a supportive resource after Gallaudet specialists have returned to Washington.

Visually Handicapped

The 1975-1985 period was a time of transition for services to the visually handicapped. Because of increased supplementary materials and improved technology, more children could be mainstreamed. Other visually handicapped children had multiple special needs and were classified as multihandicapped, a category first funded for the 1973-74 school year. Consequently, the number of visually handicapped units declined from 103.3 for the 1976-77 school year to 63.8 for 1984-85.

More Supplementary Materials

As early as 1962, Ohio had a Central Registry for the Blind which was located at the State School for the Blind in Columbus. From this repository, public school teachers for the visually handicapped and teachers at the residential school could secure books and materials to use with their pupils. In 1977 the registry became the Ohio Resource Center for the Visually Handicapped and was transferred to the Central Ohio SERRC where the efforts of volunteer braillers were coordinated in the production of materials not available commercially or from the American Printing House for the Blind. This resulted in a wider variety of products for the visually handicapped. In 1980, as other groups of low incidence handicapped children demonstrated a need for supplementary materials and services, the center broadened its scope and became the Ohio Resource Center for Low Incidence and Severely Handicapped (ORCLISH).

Changing Technology

Changing technology has had a major impact on programs for the visually handicapped. Improved instruments such as talking books, calculators, and electronic readers have enabled students to learn faster and more effectively. Access to equipment such as closed circuit television now supplements services provided by volunteer aides, peer tutors, readers, and guides. As a result, visually handicapped students find it easier to survive in the mainstream.

ORCLISH has developed services to extend students' access to materials. It uses an electronic communication system called SpecialNet to link with more than 20 other states to locate large print and braille materials for Ohio students. When schools request a title that ORCLISH does not have on its shelves, the title is requested over SpecialNet. This has resulted in interstate loans of materials, cost savings, and more efficient use of the federal dollars allocated for the purchase of specialized equipment for visually handicapped students.

Mainstreaming

Historically, children with visual handicaps have been successful in academic school programs. This changed when more blind and partially seeing children with concomitant problems began to attend school, although even these multihandicapped children achieved considerable success within their own limits. For the majority of visually handicapped children, successful school experiences were a realistic expectancy. Because programs for the visually handicapped had operated on a mainstreaming basis for a number of years, some blind children were educated without attending special schools. The new laws accelerated this trend.

By 1979 the Division of Special Education was approving, on an experimental basis, coordinators for visually handicapped students who were placed full time in regular classes. Since 1982 low incidence coordinators from the SERRCs have provided comparable services to the visually handicapped.

Since 1975 the majority of visually handicapped students have had contacts and planned experiences with their sighted peers. Some students spend the entire day

Visually handicapped student preparing materials for teachers or sighted classmates

in the mainstream. Selected students from the State School for the Blind spend part time in a public high school. Such integration provides visually handicapped students with increasing opportunities for normalization. Their sighted classmates learn to accept the handicapped and enjoy more varied experiences as a result of instructional modifications which have been made to adapt the learning process to the blind and partially seeing. For example, in experimental programs for elementary science, non-handicapped fourth and fifth graders were found to grasp concepts faster and were more motivated to learn when exposed to learning aids provided for their visually handicapped classmates.

Preparing for the World of Work

Cooperative planning and programming among agencies responsible for the visually handicapped have resulted in less duplication and improved instruction and services. Interagency cooperation has also been an effective vehicle for helping blind graduates attain post-high school success. Although the visually handicapped have had successful academic records at the elementary and secondary levels, their record for self-sufficiency as adults has, by contrast, been much less positive. Few blind adults have secured employment commensurate with their abilities, and many have remained unemployed.

Although concern for helping the blind make the transition from school to community was expressed over a century ago, as in the establishment of the short-lived Working Home for the Blind, efforts in the direction of vocational and life skills training have been sporadic to the present day. Entrance to various training programs is now legally assured by law. Several state agencies are responsible for career and vocational education and transitional services. These agencies include the Bureau of Vocational Rehabilitation, Bureau of Services for the Visually Impaired, Department of

Blind student using electronic equipment to read a book with regular print

Mental Retardation and Developmental Disabilities, and the Department of Education's divisions of Special Education and Vocational Education. Through their cooperative efforts, Ohio's visually handicapped students have increased opportunities to become competent adults.

Orthopedically and/or Other Health Impaired

With the emphasis in the new federal and state laws on school experience for the handicapped at all age levels, changes in programs for the orthopedically and/or other health impaired began to focus heavily on the needs of adolescents.

Secondary Program Development

Schools for crippled children in the major cities served the pupils through grade eight or nine. Theoretically, the high schools were open to these children, but since the 1940s, most efforts to transfer them to the high schools have failed, even with assistance in planning for mobility within the building. With the Section 504 regulations substantiating the requirements of the new laws and with the "zero reject" concept applicable to students through age 18, the high schools were forced to take some action to facilitate the education of handicapped children with nonhandicapped.

Examples of a special chair and a motorized wheelchair

Preparing for the World of Work

A current challenge is to find ways for more physically handicapped students to get into the mainstream of secondary education programs and to help graduates receive postsecondary education or training. Wright State University in Dayton, one of the outstanding campuses in the country for the physically handicapped, is an asset in this effort. Because research has shown that all too often physically handicapped students return home after graduation from high school rather than becoming gainfully occupied, the current emphasis on career education and vocational work-study programs should be positive influences for these students. Role models have been identified in professional and technical areas to communicate to these young people that work opportunities are available and that success in life is within their reach.

Arrangements for the Physically Handicapped in Columbus

Some school districts have developed effective arrangements for the physically handicapped. For example, when Columbus closed its Neil Avenue school for crippled children, it added a wing for orthopedically handicapped children to Colerain Elementary School. This enabled handicapped children to interact with nonhandicapped children. Some handicapped kindergarteners attended regular kindergarten for one-half day and spent the other half in the orthopedic wing. When Colerain became a primary school in 1981, handicapped children in kindergarten through grade three remained there, while crippled fourth and fifth graders joined their nonhandicapped peers at Maize Road Elementary, where facilities were remodeled for them. Two middle and two high schools which are barrier free enroll orthopedically handicapped students. During the 1984-85 school year, 30 orthopedically handicapped students attended other regular high schools full time.

Home Instruction as Alternative Placement

Another alternative placement in the continuum of program options required by the federal regulation is home instruction. Many small school districts have opted to use home instruction for their adolescent programs and sometimes for their complete program. When home instruction is written into the IEP, and the parents agree, the placement stands despite the obvious disadvantage of educating the child without the benefits of peer interaction.

As more school districts move away from home instruction to integrated programs, orthopedically handicapped students will have more normal educational experiences and be better prepared as adults to participate in and contribute to their communities.

Multihandicapped

The fastest growing of the low incidence programs has been the multihandicapped. This area now includes all handicapped children with more than one major disability, many of whom did not receive appropriate assistance prior to the new federal and state laws because they qualified for more than one existing special education program area. Furthermore, some children with concomitant impairments were previously excluded from all educational services.

Growth of Units

In 1973-74, when multihandicapped units were first funded, 11 units were approved compared with 519.4 units in the 1984-85 school year. Originally, this classification included deaf-blind, autistic, and aphasic children and was known as a program for children with severe and/or multiple impairments. Because over half of the visually handicapped children today have more than one identifiable handicap, there are still many blind children with major secondary handicaps in this program.

Teacher Training

Because teachers were not specifically trained to teach the multihandicapped, those who held certificates in any area of special education were usually employed. From 1974 to 1977, a statewide teacher training project was conducted to develop and field test modules (instructional packages) that would prepare special education teachers to work with multihandicapped children. Because of the urgent needs of deaf-blind children, the earliest modules were competency based and dealt with that specific multihandicap.

The project was based in Toledo but involved ten school districts, five university training programs, and nine SERRCs. Sixty-seven teachers serving 469 deaf-blind and other multihandicapped children were involved. Later the SERRCs were responsible for dissemination of the modules and inservice for teachers not in the original project.

Certification

Teachers often have difficulty dealing with varied rates of progress among multihandicapped students. For example, when children have developmental problems, their abilities to acquire academic concepts and skills may be delayed. When one handicap involves sensory or motor skills, the children often have limited experiential backgrounds. Language development may be nonexistent or limited. With some children, information needs to be repeated more frequently and response times may need to be extended.

Although teachers through the years have understood that multihandicapped children have complex needs, many did not know how to overcome the specific problems. Many teachers vacillated between too high and too low expectancies before they were able to set appropriate goals for the children. Because of these experiences, the 1982 rules for special education specified certification in the areas of moderately, severely, or profoundly retarded as the preferred certification for the multihandicapped program, although other special education certification may be approved.

IEPs and Related Services

The severity and the multiplicity of problems with these children have required teachers to individualize the planning and instruction and to use each child's IEP as the basis for curriculum. Further, because the presence of more than one handicap interrupts "normal" functioning to a greater degree, a wide range of related services has become necessary for the multihandicapped.

Employment of occupational therapists, physical therapists, and speech and language specialists outside of clinics, hospitals, and orthopedic schools has directly benefited the children and has also contributed to better understanding and respect among the professionals. Related services personnel began to learn more about school operation and what is feasible in a classroom. They learned to build therapy around practical, functional needs of individual children.

Sign Language Modification

Many nonverbal children, some of whom are hearing impaired, have been discovered in multihandicapped classes. In response to this situation, a task force was appointed to examine sign language adaptations for children with multihandicaps. The need for modification was validated through a survey distributed and compiled by ORCLISH. The task force also prepared a document that discusses modifications and lists resources on modifications of sign languages. This product has been disseminated statewide by the SERRCs.

Project Synergy

One group of multihandicapped, the deaf-blind, has more difficulty with the transition from school to community than most others. In 1979 the Ohio Rehabilitation Services Commission was asked by the Statewide Parent Information Network to explore cooperative planning and program implementation for the deaf-blind. The state departments of Education, Mental Health, and Mental Retardation and Developmental Disabilities were also involved.

Representatives from each of those agencies comprised the interdepartmental committee which, later that year, approved the Hamilton County Board of Education as fiscal agent for a pilot project for deaf-blind adolescents at the Clovernook Home and School for the Blind. Project Synergy, as the effort was called, remained at Clovernook for two years, after which it was transferred to the State School for the Blind.

A second phase of Project Synergy occurred in 1980 when a demonstration project for emotionally disturbed/severely developmentally disabled students was approved at the Butler County Board of Mental Retardation. This project addressed the need for community-based services for students whose handicapping conditions prevented them from participating in existing programs.

Identified needs may include learning to cook

Interdepartmental Cluster

A recently established resource, one which aids in solving problems of multihandicapped children who are not clearly eligible for service from any one program or agency, is the Interdepartmental Cluster for Services to Youth. Initiated in 1984, the Interdepartmental Cluster is comprised of representatives from six state agencies, including the Ohio Department of Education, which serve children and adolescents. Affiliate local agencies have been directed to work cooperatively to solve service issues. When agency personnel cannot agree on program or cannot provide the services as agreed, the child's case is referred to the Interdepartmental Cluster for resolution.

Preparing for the World of Work

With many multihandicapped children now transferring to public schools from other facilities, the need for further expansion of multihandicapped programs appears likely in the immediate future. Also, building a better career and vocational segment of the total curriculum will be very important for the multihandicapped and should prove to be an extremely challenging part of the program. The goal is to inform students and their parents of employment possibilities brought about by modern technology and to prepare students accordingly for adult self-sufficiency.

Developmentally Handicapped

The 1982 rules for special education changed the name of the educable mentally retarded program to *developmentally handicapped* (DH).

Growth of Units

Units for developmentally handicapped children remained fairly constant during the late 1970s and early 1980s, with a peaking and slight decline which reflected the pattern of total school enrollments. Units totaled 4,095.8 in 1974-75, rose to 4,166.1 in 1976-77, and decreased to 3,724.9 in 1984-85.

Eligibility

P.L. 94-142 and Am. Sub. H.B. 455 had significant impact on DH programs. One goal of the laws was "zero reject." This meant that all handicapped children had a right to a free appropriate public education and none could be excluded. In accordance with federal regulations, DH programs could not be limited to the mildly (educable) retarded. Moderately and severely retarded children had to be admitted to public school programs unless their IEPs stated that some other program was their least restrictive environment.

Federal law required that children admitted to DH programs have deficits in adaptive behavior, academic achievement, and significant developmental delay. Regulations ruled against acceptance of some mildly retarded children who had earlier been eligible for DH programs. Although Ohio law permitted an IQ ceiling of 80 for program eligibility, some school districts did not admit borderline children because the federal regulations defined mentally retarded as "significantly subaverage general intellectual functioning."

Changes in Curriculum

With this change in the DH clientele to lower functioning levels, teachers had to direct more attention to social skills, behavior patterns, and, particularly in the primary years, extended language and readiness development. As special education personnel became more knowledgeable about delayed development and where IEPs accurately reflected pupils' needs, curricula gradually became less content- and subject-oriented and more directed toward daily living skills and career and vocational education. Many teachers used hands-on experiences and experimented with computer-assisted instruction to help increase students' self-confidence. Academic instruction was not eliminated, but teachers changed the point at which subjects were taught, the pace at which content was taught, and the kind and quantity of information covered.

Teachers of the multihandicapped and the severe behavior handicapped had useful suggestions for teachers of DH children. Also, related services personnel—particularly occupational therapists, physical therapists, and speech therapists—helped DH teachers adjust to the new type of student. Public school DH teachers and their colleagues in the county MR/DD programs developed new working relationships. The SERRCs provided inservice activities which strengthened the expertise of both groups of teachers.

There was some concern among the county MR/DD personnel that their programs for school-age children would be closed in light of the expanding opportunities for DH children in the public schools. Both programs focus on individual student needs. However, some students respond better in the more restrictive placement of the separate facility. Thus, both programs are needed to provide a continuum of placement alternatives. The Ohio Department of MR/DD implements the county programs. However, the Ohio Department of Education sets standards and has fiscal responsibility.

Lower functioning students operating a drill press

Vocational and Career Education

Programs for DH children included occupational education components as early as the 1940s. In the 1950s, these components were called work-study and were extended to other areas of special education. Exemplary work-study programs existed not only in the large city school districts but also in some smaller cities and county-wide programs. There was gradual acceptance of handicapped students in the joint vocational schools.

Cooperation between the divisions of Special Education and Vocational Education was cemented in 1979 by the employment of a consultant in the vocational education division to serve as a liaison between the two divisions and to assist special education and vocational education personnel in high schools and joint vocational schools. Also, one of the 1983 state-level initiatives for improving the quality of special education programs was to increase the vocational and career educational services for handicapped children. By 1985, about 75% of all handicapped youth in job training programs were being mainstreamed in regular vocational training options. Follow-up of graduates shows increased employability of DH youth who were prepared, to some degree, for adult independence.

Early Childhood Education

Currently, there is a concern for early childhood education. Research indicates that, where environmental deprivation contributes to developmental handicaps, suspected DH children are prime candidates for early childhood education programs. The premise is that some of these children who receive early childhood education will not be identified as DH in later years.

Mainstreaming

There seems to be no consensus on what constitutes appropriate mainstreaming for DH children. With some DH students, the academic class may not be the most effective place for mainstreaming to occur. Also, it is unclear what assistance should be provided to those pupils who marginally qualify for DH programs but who are placed in regular classes. The creation of the position of supplemental services teacher in the 1982 rules for special education offers a new avenue for DH children to succeed in the mainstream.

Prospects for the Future

Ohio's experience from 40 years of programs for DH children and national research on this area of handicap indicate that the developmentally handicapped, at all levels, have greater potential for self-sufficiency than was ever anticipated by the early leaders in the field. These children must, however, be given appropriate education even though the cost may be more than that for regular education children. Programs for DH children can enable them to lead more normal lives, and can "make taxpayers out of those who would otherwise be taxeaters." Technological advances can, in the future, enhance instructional programs and will continue to open new avenues for adult employability and self-sufficiency for the developmentally handicapped.

Specific Learning Disabilities

Programs for children with *specific learning disabilities* (SLD), formerly called neurologically handicapped and later learning and behavioral disabilities, nearly tripled during this period.

Growth of Units

A total of 1,057.3 SLD units were funded in the 1974-75 school year, and 3,134.2 units were funded in 1984-85. This is especially significant given that school enrollments were generally declining during this decade. One reason for the increase was the elimination in 1973 of the requirement for an EEG as part of the child's neurological evaluation. Other reasons included the increased understanding of the characteristics of children with learning disabilities, improved identification procedures, and the impact of such parent and professional organizations as the Association for Children with Learning Disabilities, which disseminated information about learning disabled children and their needs.

The 1973 state standards for special education added a significant performance deficit of the learning disabled child as a factor for eligibility. In 1977 federal regulations required evidence of a severe discrepancy between ability and achievement as one criterion for program eligibility. Thus, discrepancy gradually became a major consideration in SLD eligibility.

Model Shortcomings

Although more positive than the earlier medical model, the new model had some shortcomings. It resulted in the admission of some children whose learning disabilities were questionable. There were a number of children in regular education programs who, for a variety of reasons, were not reaching their potential. Because there were no other suitable programs to assist those children, some were inappropriately admitted to programs for learning disabled children.

When enrollments in SLD programs rose rapidly, funding and personnel became a concern. The U.S. Department of Education proposed to set a limit on the number of identified learning disabled children it would fund and give the financial responsibility for educating the remainder to the states and school districts. Although a federal limit never materialized, this threat motivated school personnel to develop more stringent eligibility criteria and to look more carefully at the needs of individual children.

Eligibility and Placement Concern

Ohio's 1982 rules for special education addressed this issue. Eligibility was tightened by specifying areas in the multifactored evaluation and criteria for determining severe discrepancy between ability and achievement. The latter includes a formula for computing the discrepancy score. Use of this formula is detailed in a publication titled *LD Discrepancy Formula: A Handbook*, prepared by the Cuyahoga Special Education Service Center, in cooperation with the Division of Special Education. Although the discrepancy formula is one factor considered in SLD eligibility, final determination is a team decision based on the appropriateness of the program for a specific child.

Task force members working on SLD publication

Another publication, *Ohio Guidelines for the Identification of Children with Specific Learning Disabilities*, was developed in 1983 by a statewide task force convened by the Cuyahoga Special Education Center, in cooperation with the Division of Special Education. This publication outlines a 13-step procedure for identifying and placing specific learning disabled children in appropriate educational settings, discusses differentiated referrals, and offers suggestions to regular classroom teachers for referred children who were determined ineligible for special education programs.

Secondary Programs

Programs for children now referred to as SLD were initially limited to the elementary grades. The rationale was that these children would be identified and remediated early in their school experience and be returned to the regular program prior to high school. Over a period of time, it became apparent that this did not always happen, and there was a genuine need for secondary programs. Some school districts voluntarily initiated secondary programs, beginning with experimental units.

Project Expand

Many special education teachers had not worked with adolescents and did not understand secondary programs. In 1974, to aid in the development of secondary units, the Division of Special Education began Project Expand. This demonstration project involved 500 SLD students in 33 experimental high school classrooms. These classrooms—called learning centers—offered diagnostic, supplemental, and direct intervention services.

In the second phase of the project, circumventive teaching, prevocational/precollege services, and school support systems were added as new components. Circumventive teaching provided general educators with the skills to adjust the instruction for SLD students in regular classes. Prevocational/precollege services provided career guidance to students and emphasis on the skills necessary for successful participation in vocational and college programs. School support systems permitted peer tutoring and community volunteer aides to assist learning disabled students. The report, titled *Project Expand: Developing Program Alternatives for Secondary Learning Disabled Students*, contained sequential directions for developing a secondary SLD program.

Program Development

In the 25 years since the initiation of what are now called SLD programs, there has been dramatic progress in the education of these children. Diagnostic and prescriptive teaching techniques have proven successful in developing basic skills. Appropriate interaction with regular education has enabled many children to experience success and gain self-confidence in the mainstream. Within the past decade, many SLD programs have concentrated on academic skill areas and behavioral intervention. Career education and work-study programs are slowly emerging as components of SLD programs and are among the current state initiatives in special education.

Implementation of SLD Guidelines

As program expansion began to level off during the early 1980s, attention was directed toward promoting the most desired practices in SLD programs. Statewide training was conducted in 1983 to assist districts with the implementation of SLD guidelines. The SERRCs replicated training on a regional basis. Follow-up research was conducted during the 1984-85 school year to study the implementation of guidelines so that future activities could address areas of need.

Interdisciplinary Training Model

The cooperative efforts of the Ohio School Psychologists Association, the Ohio Speech and Hearing Association, and the Ohio Association of Supervisors of Specific Learning Disabilities resulted in a position statement and cosponsored activities addressing the prereferral process, multidisciplinary team composition, and team decision making. A major outgrowth may be the development of an interdisciplinary training model designed to address the instructional needs of the language/learning disabled student.

Severe Behavior Handicapped

Once thought of as a low incidence problem, particularly in the public schools, the area of severe behavior handicapped (SBH) grew dramatically in the late 1970s and early 1980s. From 132.6 SBH units in 1974-75, the number rose to 857.7 in 1984-85. This growth is attributed to such factors as social changes which increased childhood stress, increased awareness and means of identifying behavioral problems, and the success of pilot programs.

Identification of SBH Children

Identification of SBH children has always been difficult. The imprecision of definitions in early standards for special education did not provide adequate guidelines for identification. There was some improvement with the 1982 rules for special education, but confusion still existed, and there was doubt that all children placed in programs were actually SBH children.

Both federal regulations and state rules describe the child in a similar fashion, and both clearly indicate that a child cannot be placed in an SBH class because of social maladjustment. Overt delinquent behavior may be evidence of social maladjustment, but not of a severe behavior handicap. The difference between the truly SBH child and the socially maladjusted child must be resolved for each child placed.

Two things were done to improve the identification and evaluation of SBH children. First, a statewide task force, convened by ORCLISH in 1983, compiled a list of assessment instruments to use in evaluating the behavior and personality of suspected SBH children. Once compiled, the list was distributed statewide by the SERRCs. Second, the East Shore SERRC convened a statewide task force in 1984 to determine issues in the identification of SBH pupils. This task force worked throughout the 1984-85 school year to draft an *Ohio Handbook for the Identification and Evaluation of Children with Severe Behavior Handicaps*. Once completed and used by school districts, new program placements should be limited to children actually needing services of the SBH program.

Project Synergy

Because a severe behavior problem generally takes a long time to develop, and may take a longer time to recognize, many pupils approached adolescence before identification was completed. Even those discovered earlier reached a critical point in adolescence when they faced a high risk of being institutionalized if placement in line with their severe disabilities could not be arranged.

In 1980 the Butler County Board of Mental Retardation submitted a proposal for SBH adolescents who were also developmentally delayed. Called Project Synergy, this effort provided 24-hour supervision of the students, using a licensed group home for residence and the Butler County Adult Training Center for vocational training. At both settings, the emphasis was on behavior shaping with training in self-care, home living skills, and socialization. At the training center, there also was emphasis on employability skills. The Butler County Mental Health Center provided counseling for students who needed additional help.

In the second year of the project, the Butler County Joint Vocational School picked up the vocational training components and continued to be involved for the remainder of the project. This program was a prototype for a transitional experience for seriously behaviorally handicapped and multihandicapped students and is still considered appropriate for these individuals.

Public School Programs

As with residential programs for the emotionally disturbed a few years earlier, the public school programs for SBH children emphasized behavior management first. An academic program was introduced after the child demonstrated some degree of self-control and an ability to attend to tasks. Social adjustment was important in considering when an SBH child was ready to return to the regular classroom on a part-time basis.

Related Services

Related services means transportation and such developmental, corrective, and other supportive services as are required to help handicapped children benefit from special education.

Sixteen Service Areas

In the 1982 rules for special education, related services encompass 16 areas: adapted physical education, aides, attendants, audiological services, guides, interpreters, medical services, occupational therapy, orientation and mobility, physical therapy, readers, school psychological services, speech and language services, supervisors, vocational special education coordinators, and work-study services.

Some related services are provided directly by the individual school district. Others may be arranged by cooperative agreements or contracts with nonprofit agencies. Related services may also include counseling, recreation, school health services, corrective or supportive services, and parent counseling and training, if required to help handicapped chilren benefit from special education instruction.

Related services must be included in the child's IEP. If no other special education program is being provided to the child and a related service is needed, then the related service may be considered a special education program for that child. Of the many possible related services, only those for which a board of education may be reimbursed under the 1982 rules for the education of handicapped children are included in this chapter.

Speech and Language Services

Units for speech, language and hearing (SLH) services had stabilized by 1975. The next decade began with 927.1 units and ended with 1,009.3. As in the previous period, the majority of students (over 56,000 in 1984-85) were provided only speech services as their primary special education program. A lesser number (approximately 20,000 in 1984-85) were in another program for their primary handicap and were provided speech and language as a related service.

Program Changes

Positive outcomes from experimental units in the previous decade, along with the inclusion of language in the 1973 standards, were already impacting these services. With the enactment of P.L. 94-142 and subsequent regulations which defined speech impaired as a "communication disorder such as stuttering, impaired articulation, a language impairment or a voice impairment which adversely affects a child's educational performance," there was a significant emphasis on the diagnosis and remediation of language handicapped children.

In 1977 an ad hoc committee composed of parents, university staff, SLH therapists, supervisors, and administrators worked with the Division of Special Education and developed specific definitions for the four speech handicapping conditions: language, articulation, fluency, and voice. Later these definitions, with minor revisions, were incorporated into the 1982 rules for special education.

Examples of practice with oral expression

Adverse Effect Factors

P.L. 94-142 regulations stipulated that a speech handicap must adversely affect the child's educational performance to make the child eligible for services. In 1978 division staff, SLH therapists, and the Ohio Speech Language Pathology Supervisory and Audiology Network developed policies and procedures for compliance with this requirement. This group developed eligibility criteria and included severity rating scales which could assist in case selection and determination of service delivery. They also developed and refined checklists which could be used by classroom teachers to document adverse effect factors for individual children. This was a new approach to eligibility in Ohio and throughout the nation.

Communicative Status

P.L. 94-142 also required the determination of communicative status as part of the multifactored evaluation for all program areas except visually handicapped. Subsequently, many SLH therapists increased their prereferral activities and established a differentiated referral system to identify those students who truly needed a more comprehensive, sophisticated multifactored evaluation. A number of checklists were developed for use by classroom teachers and therapists.

Language Disorder

A child was considered to have a language disorder if a significant deviation existed between developmental norms and the student's performance in receptive and/or expressive oral language with or without auditory processing difficulties. New evaluative tools and therapist competencies were developed to measure and remediate language processing skills in the areas of oral expression, listening comprehension, and written expression.

With increased awareness and knowledge of language handicap, the number of multihandicapped classes in which there was a high incidence of language handicapped children increased. In some school districts multihandicapped students with language handicaps were clustered in specific multihandicapped classes called severe communication disorder classes. These classes were considered to be an appropriate way to serve such children. Some school districts employed SLH therapists who also were certified in SLD or DH as teachers for the multihandicapped classes. The term "severe communication disorder" was later discontinued, and all such classes were included under the multihandicapped rubric.

1982 Rule Changes

With the adoption of the 1982 rules for special education, the label for speech, language and hearing services was changed to *speech and language services*. The name of the service provider was also changed from SLH therapist to "speech-language pathologist." Deletion of the word "hearing" reflected the growing emphasis on language handicap. However, some hearing activities still remain as vital components of this service area.

Audiological services became a separate area in the 1982 rules. Prior to 1982, audiological services were generally provided by the SLH therapist. Educational audiology guidelines, developed in 1975 by division staff and educational audiologists in experimental units, had significant impact on making audiological services a separate related service.

For many years, funding of units had been based on the average daily membership (ADM) of the general school population, with the first unit based on 2,000 students and additional units available for each 2,500 students. Declining student enrollments occurred at the same time that an increase in the severity of speech-language handicaps occurred. This tended to reduce services at a time when more extensive assistance was needed. Alternative methods of funding were explored and finalized in the 1982 rules which provided for one unit on the basis of each 2,000 students in ADM and a unit on the basis of each 50 multihandicapped, hearing handicapped, or orthopedic and/or other health handicapped children in special class/learning centers.

Program Trends

Recent developments include speech-language pathologists and audiologists making increased use of immittance (middle ear measurement) as a safe and appropriate tool for screening children for potential ear disease. This supplemented already existing hearing screening procedures.

Preliminary steps are being taken toward more accurate diagnosis and treatment of children with minimal hearing impairment. Use of microcomputer technology and other aids is being encouraged in the diagnosis and provision of therapy. It is anticipated that the use of technology will greatly increase in this field in the near future.

Other trends include partnerships. Increased coordination with the medical community is developing in some locations. The role of the speech-language pathologist as a consultant working with students, parents, and teachers is increasing. With more nonverbal children entering public school programs, the speech-language pathologist has become more involved in the diagnosis and selection of augmentative communication systems.

Despite these changes and those projected for the future, the speech-language pathologist still functions simultaneously as a diagnostician and as a remediator. Nonetheless, the speech-language pathologist plays an increasingly vital role in the special education family of services.

School Psychology

The enactment of P.L. 94-142 and Am. Sub. H.B. 455 had significant impact on school psychology. The new laws set requirements for evaluation of handicapped children, development of IEPs, and reevaluation.

Team Role Requirements

School psychologists, who previously had made many placement and program decisions singularly, now served as members of evaluation and IEP teams. The team roles required school psychologists to spend considerably more time in evaluation and IEP activities. Because evaluations had to be multifactored and because specific areas for evaluation were delineated in the federal regulations and state rules, school psychologists had to administer a greater variety of tests to handicapped children. Thus, psychologists began to function in a more restricted role and, in many cases, had to curtail preventive mental health activities.

Multifactored Evaluation

Evaluation of handicapped children is now required to be multifactored and to be conducted by a multidisciplinary group of qualified professionals. Additional professionals become part of the team, as needed. Educational specialists administer academic evaluations; speech-language pathologists administer speech and language assessments; other teachers complete behavioral observations and rating scales; nurses report on pertinent health data; counselors supply pertinent family information; and work-study coordinators provide occupational work evaluation. Depending on the resources available and the organization of services in the school district, the psychologist's portion of the evaluation could vary from only individual intelligence testing to a number of the activities listed above.

The psychologist might also conduct such assessments as perceptual evaluations, adaptive behavior evaluations, and personality measurements. In all cases, more than one professional discipline submits evaluation data to the evaluation team chairperson who prepares written reports which summarize and interpret the findings for the IEP team. Previously, the psychologist was generally responsible for planning the evaluation and preparing the report. Now, any team member can serve as chairperson.

Evaluation Refinements

Evaluations required for each handicap area were delineated in the 1977 federal regulations and the 1982 rules for special education. Evaluation requirements were more comprehensive and more specific than under the 1973 standards. In addition to the traditional areas of general intelligence, academic performance, vision, hearing, and motor abilities, evaluation was required in areas such as communicative status, adaptive behavior, listening comprehension, written expression, and social and emotional status.

Few standardized instruments existed in these areas, and most of those available were limited to specific age ranges. Consequently, during this ten-year period, more tests were developed for special education use than in any other period. These tests included improved administration procedures, led to better validation data, and were generally more refined and specific.

Development of IEPs

From evaluation results, the IEP team generates data pertinent to placement and translates evaluation results into information which can be incorporated into goals and specific objectives on the child's IEP. Global statements, abstract ideas, and inferences are of little assistance in the preparation of the IEP. Data reported in specific behavioral terminology is much more helpful. Related demands placed on psychologists and other team members have been multiplied by the increasing numbers of more extensively handicapped children entering public education, especially in the multihandicapped, developmentally handicapped, and severe behavior handicapped program areas.

A number of school psychologists had limited evaluation experience in some handicap areas. Many inservice activities were quickly initiated throughout the state by the universities and the SERRCs. Retraining and updating were especially important in smaller districts where only one or two psychologists provided evaluation for all handicap areas. Referral through the SERRCs was one source of assistance with the more difficult cases.

Reevaluation

The federal mandate that reevaluation occur at least every three years, or more frequently if requested by parents or teachers, is generally regarded in a positive light. However, in application, this means that each year at least one-third of all handicapped children need reevaluation. In most cases, this involves as much professional time and skill as the initial evaluation.

Some school districts had an enormous backlog of evaluations which took several years to reduce. Even now, particularly in larger metropolitan areas where there are greater numbers of children needing special education and where mobility is high, psychological services have had to be limited essentially to evaluation and reevaluation.

Other Psychological Services

In recent years, in school districts where caseloads are more manageable, psychologists have been fulfilling the other services ascribed to them in the 1982 rules. Increased consultation services to parents, teachers, and other educational personnel have been offered on matters relating to the education and mental health of handicapped children to ensure the provision of the most appropriate education programs.

The school psychologist is among the staff members who are increasingly being tapped for consultation and intervention prior to referral of suspected handicapped children for evaluation. These activities, which are part of the differentiated referral procedure, have reduced the number of students inappropriately referred for intensive evaluation. Through consultation and intervention, mental health concepts have been reinforced with other staff members and have benefited both handicapped and nonhandicapped students.

Individual and group counseling of handicapped students and their parents is becoming available in an increasing number of districts. In those districts where school psychologists have provided counseling, this service has been well received by parents and educators.

Training for School Psychologists

Ohio colleges and universities have gradually increased the number of courses offered in order to provide school psychologist trainees with the necessary competencies. The number of doctoral students in school psychology has significantly increased, and some university personnel feel that a doctorate degree will soon be required. In most training programs, the required courses exceed the certification requirements. Thus, changes in certification standards are being studied.

Effects of Litigation

Beginning in the late 1960s, and increasing during the 1970s and early 1980s, a number of court cases dealt with the issue of discriminatory testing, especially intelligence testing. Although these cases did not originate in Ohio, they had significant impact on test development and selection and on the practices of Ohio's school psychologists. The ensuing court orders required that culture-fair and linguistically appropriate tests be administered and that nonstandardized instruments be included as part of the evaluation process. Throughout the state, professionals became increasingly sensitive and responsive to the need for nonbiased assessment procedures in the classification and placement of children.

Computer Technology

Microcomputers are being rapidly assimilated into school psychology through such applications as test administration, scoring and interpretation, report writing, data management, research, statistics, computer-assisted instruction, and computer-based instruction. Psychologists are discovering new adaptations and applications of computer technology for handicapped students almost daily.

Other emerging uses of the computer for school psychologists include programs capable of logical decision-making and hypothesis building, interactive programs useful for individual or group counseling, and simulation for observing decision-making processes. Despite these advances, microcomputer technology is in its infancy, and cautions are being raised regarding the ethical considerations of various professional uses and the need to define the best practices and applications of those practices.

Growth of Units

The rapid growth that school psychology had experienced prior to 1975 has begun to level off. In the 1974-75 school year, there were 763.7 units in Ohio's schools. By 1984-85, there were 806.5 units including intern and supervisory units.

Supervision

Since the 1960s, local and regional supervisors were recommended and approved for funding by the Division of Special Education. Prior to P.L. 94-142 and Am. Sub. H.B. 455, supervisory units were awarded to school districts that applied for them, providing the districts met state standards. Many school districts assigned special education responsibilities to regular education administrators and supervisors and did not use supervisors trained in special education. P.L. 94-142 reinforced the necessity for supervisory services in the delivery of special education.

Role and Responsibilities of Supervisors

The responsibilities of supervisors entail assisting in the development and implementation of local or regional policies and procedures, including maintenance of a child information management system. Supervisors also assist with multifactored evaluations, placement, parent conferences, curriculum and staff development, and program evaluation. Supervisors are instrumental in keeping parents and professional staff up-to-date with new insights and technological advances.

Inservice for supervisors is provided through university courses and SERRC activities and also by the Ohio Association of Supervisors and Work-Study Coordinators, Ohio Association of Supervisors of Specific Learning Disabilities, and the Ohio Council of Administrators of Special Education. These statewide organizations have maintained a network of communication with their members and have actively participated in the hearings on proposed rules for special education and certification.

Growth of Units

P.L. 94-142 clearly makes direct services to the handicapped a priority. In following this priority, the Division of Special Education has had only limited funds left for supervisory units. In 1974-75 a total of 235 supervisory units were approved for reimbursement. Only minimal growth occurred during the next ten years, with 259 units funded in 1984-85. Even so, school officials geared up for compliance with the new federal and state laws early in this period and supervisors of special education have become proactive forces in the delivery of quality services for handicapped children.

Physical and Occupational Therapy

Two other of the 16 related service areas included in the 1982 rules for special education were physical therapy and occupational therapy.

Physical Therapy Services

The services of a physical therapist include providing a physical therapy evaluation as prescribed by a licensed physician, developing an individual therapy plan based on the physician's prescription and the therapist's evaluation, assisting in the development of the IEP, recommending adaptive equipment for the child, and providing a therapeutic exercise program. The exercise program is designed to improve or maintain strength and/or range of motion and to encourage motor and reflex development of the child. The physical therapist also provides consultative services to parents and school personnel as needed. A total of 63 physical therapy units were funded during the 1984-85 school year.

Occupational Therapy Services

The services of an occupational therapist include providing an occupational therapy evaluation, assisting with the IEP development, and providing occupational therapy. The goals of occupational therapy are to improve, develop, or restore functions impaired or lost through illness, injury, or deprivation; to improve ability to perform tasks for independent function; and to prevent initial or further impairment or loss of function through early intervention. A total of 75 occupational therapy units were funded during the 1984-85 school year.

Comparison of the Two Therapies

The objectives of occupational therapy and physical therapy are the same: to help the child gain the abilities needed to live as nearly a normal and active life as possible. The two therapies are interrelated in that both test and evaluate the physical ability of the child, strengthen specific muscle groups, improve coordination, teach activities of daily living, and help to improvise necessary equipment.

The difference between the two therapies is that physical therapy deals primarily with prevention, correction, and alleviation of problems related to disease or other physical problems. By contrast, occupational therapy emphasizes activities which assist in developing self-help skills, means of communication, muscle strength and range of motion, coordination, and perceptual motor skills. Another important role for the occupational therapist is assisting in the provision of specialized and adaptive activities in prevocational and vocational programs.

Expansion of Services

Prior to the enactment of P.L. 94-142 and adoption of the 1982 rules for special education, physical therapists and occupational therapists were found primarily in orthopedic schools and classes or in hospitals where children were confined for treatment. In the last few years, some school districts have expanded these therapy services to children who need them in all public school special education programs. Children in the multihandicapped and developmentally handicapped programs are the ones who most frequently receive physical therapy and occupational therapy services. The number of units for both therapies is expected to increase as larger numbers of seriously handicapped children are transferred to public school programs.

Therapist working in area of muscle strength and range of motion

Adapted Physical Education

Adapted physical education (PE) is specially designed instruction in physical education to meet the unique needs of handicapped children. The services of the adapted PE specialist include providing an evaluation of motor and physical development as part of the multifactored evaluation and assisting in the development of the IEP. The adapted PE specialist also provides instruction to enhance the child's basic motor abilities, coordination, and physical and social-psychological performance. Consultation, inservice, and record maintenance are additional responsibilities of the adapted PE specialist.

Growth of Services

P.L. 94-142 encouraged the placement of handicapped children with either a temporary or permanent handicap in the regular physical education program whenever possible. For those who could not participate in regular physical education, adapted programs were needed. Program development grants were made available for experimental projects, the first of which was Project Mobilitee in Clinton County. One result of this project was the *Assessment Curriculum Guide*, which was developed to give assistance to teachers.

The 1982 rules for special education added adapted PE as a fundable unit when at least 2,000 handicapped students are enrolled. A full-time consultant in the Division of Elementary and Secondary Education works with these programs. A 1985 publication of the Ohio Department of Education, *Improving Physical Education for the Handicapped in Ohio*, contains guidelines for school districts interested in developing these programs. In the 1984-85 school year, 3.2 adapted PE units were approved by the Division of Special Education.

Regular or adapted physical education, depending on the respective needs of the individual children

Physical education was the first of the nonacademic areas to provide a sequential, organized program for the handicapped. Adapted PE is a related service approved by the Division of Special Education, but offered by an area of general education, illustrating yet another means of mainstreaming handicapped children. Adapted PE is an example of developments that occur through interdepartmental cooperation, namely between the divisions of Special Education and Elementary and Secondary Education.

Special Olympics

Handicapped children, both those in adapted PE and those in regular PE, regularly participate in the Special Olympics. This athletic competition is well supported by special educators, regular PE personnel, and the media.

Work-Study and Vocational Special Education Coordinator Services

Educational programs for all handicapped children are designed to provide skills leading to independence as adults, a sequence for development of the skills, and objectives leading to a nucleus of employable occupational skills.

Role of Work-Study Coordinators

For those students whose IEPs indicate a special need for skills such as those listed above, the work-study coordinator is charged with assisting in the development and delivery of public school services which include prevocational services, in-school work experiences, sheltered workshops, community work experiences, and vocational education.

Other tasks of the work-study coordinator include facilitating occupational work evaluation; assisting students in the development of positive work behavior, attitudes, and money management skills; locating and screening potential work placement stations; and providing work evaluations and reports for students in community-based employment. The work-study coordinator is usually employed by a large school district or a cluster of smaller school districts and provides linkage between the school and the community employers.

Role of VOSE Coordinators

Vocational special education (VOSE) coordinator services, first funded as units in the 1978-79 school year, are an integral part of a joint vocational school or comprehensive school district which provides vocational education. VOSE services for handicapped students in a vocational program or students being referred to a vocational program include assistance in formal or informal work evaluation, development and monitoring of the IEP and the vocational education program, progress in modification of curriculum materials, instructional and management techniques, and program evaluation. Serving as a liaison to the home school staff, parents, and other professionals directly involved with the student is another important role of the VOSE coordinator.

Eligibility

Work-study was a part of the instructional program for developmentally handicapped students for a number of years. A few experimental units for work-study and VOSE services were approved to provide these services for other areas of handicap. However, P.L. 94-142 and subsequent state laws and rules for special education opened eligibility for both work-study and vocational special education to all handicapped students.

Cooperative Efforts

With the increase in eligible students, there was an increased need for intra- and interagency cooperation, especially between the divisions of Special Education and Vocational Education and with the bureaus of Vocational Rehabilitation and Services for the Visually Impaired in the Ohio Rehabilitation Services Commission. Both bureaus have had over half a century of experience with physically handicapped persons and have many practical suggestions to offer.

P.L. 94-142 provided federal funds, usually on a matched basis, for interagency cooperation to encourage greater provision of vocational services to handicapped youth. The first interagency agreement was issued jointly by the U.S. commissioners of Education and Rehabilitation Services in 1977. In 1979 the Ohio Department of Education and the Rehabilitation Services Commission began to implement various activities to establish a system that would identify agency responsibilities for joint pursuit of the IEP and the individualized written rehabilitation program. The Ohio Department of Education employed a liaison consultant to assist the divisions of Special Education and Vocational Education in coordinating and expanding vocational opportunities for the handicapped. Many potential problems were avoided through the work of the liaison and the issuance of a collaborative memorandum in 1981.

Project Interact

Project Interact, an experimental project initiated by the Ohio Department of Education and the Ohio Rehabilitation Services Commission, addressed the prevocational and vocational needs of low incidence and severely handicapped students. Model mechanisms and resources were developed to facilitate appropriate and timely referrals to the Ohio Rehabilitation Services Commission, improve student potentials for employment, and expand and integrate the scope of services provided by the two agencies. The model was implemented in the Columbus City Schools during the 1980-81 school year as a part of an ORCLISH project.

Other Projects

Another experimental project initiated in 1980 and still in operation is Integration Through Cooperation, which involves approximately 140 moderately to severely handicapped pupils in Butler County. The project started in the Lakota Local Schools and now includes all nine Butler County school districts, the Southwestern Ohio SERRC, and the Butler County Board of Mental Retardation and Developmental Disabilities. The vocational strand of the project deals primarily with adolescent students. The project demonstrated that school district and MR/DD personnel can effectively work together to integrate handicapped students into public school classrooms.

Sandusky's Achievement Based Curriculum project, to cite another example, was designed for high incidence handicapped students and aimed to increase academic achievement levels of the higher functioning developmentally handicapped and severe learning disabled pupils while also preparing them for potential employment.

Four other pilot projects, combining the resources of the divisions of Special Education and Vocational Education, were initiated in 1984-85. These projects explored new techniques in providing vocational education to severe and multihandicapped students.

Work-Study Guidelines

A 1984 publication of the Division of Special Education was *Work-Study for Handicapped Students (Guidelines for the Delivery of Services)*. The product of a 22-member statewide task force, this document is a composite of the guidelines for the development of effective vocational education and work-study opportunities for handicapped children. This publication includes an overview of all pertinent legal requirements and analyzes successful practices and policies used throughout the state by administrators, work-study coordinators, and VOSE coordinators.

Flow charts of Ohio's career education continuum for handicapped students and a continuum of vocational placement options for handicapped students are included in the publication. Service providers, using these flow charts, should be able to assist each handicapped child in establishing a realistic set of goals and in experiencing a variety of appropriate career development activities prior to community work experience or vocational placement. Ohio has made much progress in helping handicapped students learn skills that will enable them to achieve academic, occupational, social, personal, and civic fulfillment.

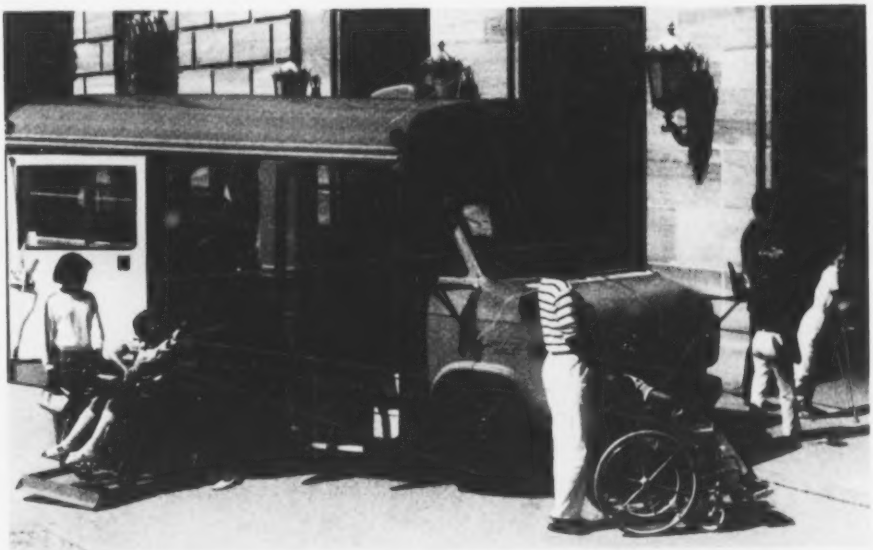
Transportation

Transportation is an essential related service which enables many handicapped children to get to the location of their respective special education programs. With the emphasis on least restrictive environment, transportation is the only IEP specification for some handicapped students. However, for the majority of handicapped children, transportation is one of two or more services on the IEP.

State-Level Assistance

School districts have generally been reimbursed by the Ohio Department of Education for the purchase of school buses at the rate of 50%. However, in 1977, in order to assist school districts with mandated transportation for handicapped children, 100% reimbursement was made if the buses were to be used solely for the transportation of the handicapped.

In 1980 a consultant in the Ohio Department of Education was assigned to coordinate transportation services for handicapped children and to function as a liaison between the divisions of Special Education and School Finance. This coordinator assists school districts in the selection of buses, lifts, and safety restraints; helps resolve legal questions regarding transportation and problems between parents and school districts; and provides inservice for transportation supervisors.



School bus specially equipped to transport physically handicapped children

Cooperative Ventures

In several regions of the state, informal cooperative arrangements between contiguous school districts have been formed to reduce costs and duplication of services. On a more formal basis, the state's largest cooperative transportation venture is the Miami Valley Regional Center Cooperative Transportation, which serves handicapped children in 6 counties and 31 school districts. From this successful model, which was initiated during the 1974-75 school year, a detailed transportation handbook was developed for persons responsible for the transportation of handicapped children.

Required Services

Two 1982 rules for special education apply to transportation for handicapped children. One rule is for the transportation of the physically handicapped and includes all special education programs except developmentally handicapped. The Division of Special Education approves the payment of specific dollar amounts for board-owned or rented vehicles, privately owned vehicles, and public transportation. Pupils may be transported to public or nonpublic schools and to special or regular classes, but reimbursement for transportation will not be made for a period of less than two months, even for a temporary handicap. This rule also provides for 18 round trips per year for students at the residential schools for the deaf and the blind. Provision is made for additional trips under emergency conditions.

The second rule covers transportation for developmentally handicapped children, formerly educable mentally retarded. It covers details of eligibility, operational procedures, and reimbursement.

Scope of Services

In the 1984-85 school year, 21,000 handicapped students were transported with approximately $17 million being reimbursed to school districts to assist in meeting the costs. State reimbursement covers an average of 65% of the transportation costs for the handicapped.

Other Related Services

Each of the eight related service areas listed below are sufficiently narrow in scope to be discussed in one paragraph.

Aides

Aides are those persons who assist teachers in a special class or learning center and other professionals who provide special education and related services. Aides work primarily in instructional areas.

Attendants

Attendant services for the multihandicapped and the orthopedically and/or other health handicapped are available to assist with personal health care needs while at school. This service may be reimbursed for the actual cost up to one hour per day at minimum wage rate for each three children needing this service. In the 1984-85 school year, 2,323 students received this service.

Audiological Services

Audiological services for hearing impaired children from age zero through 21 are provided through audiological evaluation, referral for medical or other professional attention, habilitative activities such as auditory training and speech reading (lip reading), individual and group amplification, and counseling. A total of 20.8 units were funded for audiological services in the 1984-85 school year.

Guides

Guide services for the visually handicapped consist of assisting students in moving within the confines of the educational setting. This service is reimbursable for one hour per day for each three children needing it. Forty-four students were provided with guide services in the 1984-85 school year.

Interpreters

Interpreter services for the hearing handicapped include providing oral, simultaneous, or manual interpreter service, depending on the individual needs of the child. More than one child may be served by the interpreter during a single instructional period within the regular educational setting. In the 1984-85 school year, 239 children received interpreter services.

Medical Services

Medical services are those diagnostic and evaluation services that are required for initial or continued placement in an appropriate special education program

Orientation and mobility practice and personal health care as examples of related services

or for the provision of related special education services. Medical services are to be available at no cost to the student or parent. The school district may specify the agencies and physicians that are to provide medical services. Parents may use this option or secure medical evaluation at their own expense. The medical report becomes data for the evaluation team.

Orientation and Mobility

Orientation and mobility services include assessing orientation and mobility skills of the visually or multihandicapped child as part of the multifactored evaluation, orienting the child to the physical, cultural, and social environment, and providing the child with skills for safe and efficient independent travel. In the 1984-85 school year, 15.9 units were approved for orientation and mobility services.

Readers

Reader services for visually handicapped children include reading the class assignments orally, as deemed appropriate. This service is available for up to two hours per day per child at the state minimum wage rate. More than one child may be served at one time if the reading assignments are identical. During the 1984-85 school year, 47 students were provided with reader services.

Gifted

A reemergence of state and national interest in and support for gifted education occurred in the early 1970s. In 1975 Ohio participated in a national leadership training program in the area of gifted programs. Members of the Ohio team who attended this conference wrote the state plan for gifted education in Ohio, which became the first set of standards for this program.

1975 Standards

The standards, adopted by the State Board of Education in 1975, defined "gifted and talented students" as those students identified by professionally qualified persons, who by virtue of outstanding abilities are capable of high performance. They were students who required differentiated educational programs or services beyond those normally provided by the regular school program in order to realize their potentials. Students capable of high performance included those with demonstrated achievement or potential ability in one or more of the following areas: superior intellectual ability, specific academic aptitude, creative or productive thinking, leadership ability, visual and performing arts, and psychomotor ability.

Instructional Options

Three program options were included in the 1975 standards: *acceleration*, *grouping*, and *enrichment*. The first, acceleration, is a general approach which may lead to such alternatives as early entrance, telescoping at the elementary level, and advanced subject matter. Acceleration enables gifted students to start professional careers early and, thus, use their expertise for a longer period of time.

Grouping is an administrative arrangement which, through the use of resource centers, special homogeneous classes or separate schools, offers an effective means of managing gifted programs and offers gifted students the opportunity to be challenged and stimulated through peer interaction.

Enrichment, within or beyond the regular classroom, is a general approach which offers an expanded curriculum for the gifted and extends rather than replaces the general education program. Enrichment may occur in the classroom with special tutors or mentors or outside of the classroom at another agency such as a college or university.

With any of these options, the instructional program was to include critical thinking, problem solving, creative thinking, research skills, and scientific methodology. Instruction was to be provided to gifted and talented students through such means as independent study and research, integrated curricular experiences, field trips, mentorships, internships, one-to-one exposure to experts, special seminars and discussion groups, and contact with knowledgeable authorities.

Funding and Growth of Units

Funding for gifted education in the public schools, which had been dormant since 1963, was reinstated by the Ohio General Assembly in 1975 with a $200,000 appropriation for the funding of units for the 1975-77 biennium. With the availability of units assured, school districts began to draft written criteria for eligibility and placement.

In the first year of the program, 13 school districts received funds for their programs based on priorities which included local prior commitment to gifted and talented students, comprehensive support services, provision of measurable objectives, and assignment of qualified personnel. By the 1980-81 school year, 174.4 units in 200 school districts were funded. This represented full or partial funding for coordinators

School for the Gifted students talking with a professor at the Ohio State University

of programs in county offices and individual districts, and for teachers in individual classrooms or resource room models.

Program growth was steady, with nearly $6 million in funding for 249 units during the 1984-85 school year. Also that year, approximately 175 additional school districts used local funds to employ full- or part-time teachers or coordinators or convened committees to study the needs of students and to determine eligibility requirements for programs.

Many districts have developed weekend or after-school enrichment programs or summer opportunities. Also, a number of cooperative efforts have been initiated between school personnel, college and university faculties, and community groups.

Schools for the Gifted

As part of education's participation in the nation's bicentennial celebration, Ohio educators held a week-long summer school for gifted students. Sponsored by the Ohio Department of Education in cooperation with the Ohio State University, the purpose of the school was to provide a selected group of gifted and talented 11th grade students with a variety of distinctive educational experiences which were supplemental to and different from the usual high school work. This event was met with such enthusiasm that it has become an annual function. Following Martin W. Essex's retirement in 1977 as superintendent of public instruction, the school was named *Ohio's Martin W. Essex School for the Gifted.*

Selection for participation in this school is based on nominations from school districts and evaluation of written essays. All finalists demonstrate high levels of potential leadership, intellectual curiosity, academic ability, and commitment to social responsibility. Leaders from the fields of higher education, government, private research organizations, and other organizations such as the Center of Science and Industry comprise the school faculty.

The theme for the school, "Investing in Futures," aptly describes the overall focus of the school. The school has had significant impact on the 60 students who attend each year and has influenced school officials' perceptions of the characteristics of gifted students and how their needs should be met.

Other outstanding schools for gifted students in Ohio include the Cincinnati School of Creative and Performing Arts and the Fort Hayes Career Center in Columbus. Selection to the school in Cincinnati is based on audition. Instruction covers grades 4 through 12. In addition to the arts program, the school has a strong academic program and is the only school of its kind in the country which incorporates elementary school children. The Fort Hayes Career Center also has a fine and performing arts component. Students attend this school on a part-time basis from Columbus and surrounding school districts and receive their academic courses at their home high schools.

Organizational Support

Organizational support for gifted education has existed for many years. The Ohio Association of Gifted Children, started in northeastern Ohio in the early 1950s, became active statewide in the 1970s. This association and the state superintendent's advisory committee on programs for the gifted and talented contributed many worthy ideas which were incorporated in the 1975 standards. The Council for Exceptional Children, through governmental relations and state and national lobbying, and other organizations such as the National Coalition for the Advancement of Gifted Education, the World Conference for Gifted Education, and numerous local interest and service groups have become increasingly vocal in espousing gifted education in the public schools. The Consortium of Ohio Coordinators for the Gifted, an organization believed to be the only one of its kind in the nation, had an advisory role in the revision of the 1984 standards.

Muscle Tension

School for the Gifted students at the Center of Science and Industry in Columbus

1984 Standards

The results of gifted education research, the knowledge gained from nine years of program development in Ohio's public schools, the impact of special programs such as the Essex school, and increased public and professional acceptance of gifted education led to the need to refine the structure of the Ohio program as defined in the 1975 standards. Consequently, a new set of standards, called *Rule for School Foundation Units for Gifted Children*, was adopted by the State Board of Education in 1984.

The 1984 standards continued gifted programs as permissive programs in school districts. They provided ratios for funding gifted units and defined the educational program as extending from kindergarten through grade 12. The standards redefined "gifted" as those students with superior cognitive ability, specific academic ability, creative thinking ability, and visual and/or performing arts ability. Leadership ability and psychomotor ability were deleted as eligibility criteria for gifted programs.

The due process procedures of P.L. 94-142 are not required for gifted students. However, state standards require each school district to have written procedures for placement, a process for informing parents of the criteria for placement in and withdrawal from programs, and a process for review of placement decisions.

The state standards specify that the educational program may consist of accelerated educational experiences, special experiences, guidance services, and organizational options including clustering within the classroom, resource rooms, and self-contained classrooms. Under the 1975 standards, it was possible for one person to serve part-time as coordinator and part-time as teacher. The 1984 standards require coordinators to serve full-time in that capacity. The new standards are more specific in some areas, but are flexible in that they allow appropriate local adaptations.

Prospects for the Future

Gifted education is still undergoing extensive research and experimentation. New concepts and methodologies are being pursued on a regular basis. Effective elementary programs are increasing the demands for more comprehensive high school programs.

The primary thrust of the Division of Special Education is toward developing high quality, comprehensive K-12 programs throughout the state. Currently, the strongest instructional emphasis is directed toward enhancing children's academic skills and reaching individual potential. Microcomputers are becoming important instructional tools. Considerable effort is being directed toward teaching thinking processes and skills. Activities for gifted students in some schools include the Odyssey of the Mind competition, the Future Problem-Solving Bowl, and the statewide Quiz Bowl Finals.

The hidden gifted students—the underachievers, handicapped, and economically disadvantaged—are beginning to be identified. Some projections being considered for the future include new program alternatives, more emphasis on the fine and performing arts, and additional private sector resources to supplement state and federally funded gifted programs.

Gifted education has undergone major growth and has become highly developed in a time span of about 10 years. The current program and those that evolve from it should identify some of the children who will become leaders of the future and provide them with more substantive and enriched experiences during their years in elementary and high school.

State Residential Schools

Federal and state laws enacted during the 1975-1985 period led to a number of program and procedural changes at the state schools for the blind and deaf.

Standards for State Residential Schools

Rules relating to the State School for the Blind and the Ohio School for the Deaf were included in the 1977 standards. These standards complied with the new federal and state laws and procedures and established a structure whereby the superintendent of the student's school district of residence was responsible for the placement of handicapped children in appropriate special education programs, including those in the two state residential schools. In addition to the eligibility requirements for the hearing or visually impaired, the standards required that there must be available space in the residential facility or program.

In case of any placement or dismissal disagreement between the school superintendent and the residential school superintendent, an appeal procedure was delineated which could include administrative review by the Ohio Department of Education and, if necessary, an impartial due process hearing. Either full or partial reimbursement for transportation to and from the school district of residence could be approved for each student enrolled in a residential school program.

The requirement that the IEP had to be in effect prior to entrance led to increased communication and cooperation. More positive relationships among school districts, parents, and staff at the residential schools occurred. Students were more appropriately placed, and better preplanning and orientation to the new setting were facilitated. Once a student was admitted to one of the state residential schools, the IEP that had been developed by the school district could be revised, if necessary, in light of more explicit knowledge of the student's ability to function in the new setting.

Assessment Services

The model for the delivery of assessment services changed during this period. Prior to 1977, school districts were encouraged to refer students with visual and hearing handicaps to the evaluation and medical clinics operated by the Division of Special Education at the Ohio School for the Deaf and the State School for the Blind.

Beginning in 1977, school districts could receive assistance in diagnosis from the SERRC network. This was usually the first step beyond local district resources in assessment of visually and hearing impaired students. At the same time, separate educational assessment clinics for these students were established on the respective campuses of the residential schools and continue to operate today.

The Ohio School for the Deaf, as a general rule, limits the assessment service for hearing impaired to those seeking admission to the residential school because of the number of hearing impaired students throughout the state. The incidence of visual impairment is much less and, therefore, the clinic at the State School for the Blind provides multifactored evaluations for any visually impaired student in the state, regardless of program placement interest. Evaluations are provided at no cost, and comprehensive written reports are provided to the school district superintendent who requested the evaluation.

Enrollment Trends

Enrollment at the state residential schools began declining in the late 1970s. The requirement in the new laws for the least restrictive environment was interpreted by many school districts as a mandate for them to provide all special education programs locally. This interpretation led to the return of some residential students to their home districts and to the establishment of local programs for the hearing and visually impaired. It is important to note that the decline in enrollment at the state residential schools also reflected the overall decrease in the numbers of school-age children in the state. By the early 1980s, a number of local programs closed because of a lack of appropriate facilities. Consequently, enrollments at the state residential schools began to stabilize.

Changes at State Residential Schools

An increasing number of students entering the residential schools had handicaps in addition to deafness or blindness. The residential schools began to share the responsibility of serving these multihandicapped students with the public schools, because federal and state mandates made it clear that special education programs were to be available to all handicapped children. Both schools began to accept students with extensive developmental handicaps, cerebral palsy, behavior disorders, and central nervous system problems, in addition to hearing or visual impairment.

Curriculum at the two schools was changed, as necessary, to accommodate the needs of low functioning students along with those students who were considered "normal" learners. Work-study and vocational programs increased in importance. Recreational activities were expanded at both schools; physical fitness, intramural sports, music, crafts, and camping became part of the leisure education program. Volunteers from community service organizations and other active supporters of the schools provided enriched experiences for the students and helped improve the overall programs at the schools.

Developments at the State School for the Blind

The 1975-76 school year at the State School for the Blind was highlighted by the completion of the school's first natatorium which was dedicated in the name of retiring Superintendent Donald W. Overbeay. In 1976 Dennis Holmes was named as the 21st superintendent of the school and gave immediate and primary attention to implementation of the new federal and state laws.

The deaf-blind program at the State School for the Blind, established in the early 1970s, was renamed multihandicapped and was opened to blind, profoundly handicapped students. No longer did a student need to be both deaf and blind in order to be enrolled. Programs for developmentally delayed, visually impaired students were established at the primary, intermediate, and high school levels.

The instructional program at the State School for the Blind continued to place a strong emphasis on career guidance and vocational programs. Career awareness and career information were presented in the curriculum for the primary grades. In grades 4 through 8, short-term exploratory shop courses were given. The graphics communication department was expanded. Emphasis was increased in power mechanics, and programs were expanded in business and office education. A guidance counselor was added to assist students in developing vocational plans and goals. The use of technology enhanced the school curriculum through the addition of such items as

CAREERS FOR YOUR FUTURE

Evidence that the State School for the Blind stresses career guidance

computers, Kurzweil Reading Machines, and Versabraille. Currently, about 40% of the students continue their education with some form of post-high school training.

The Whetstone project was resumed in 1977, enabling visually impaired students from the State School for the Blind to attend Whetstone High School in Columbus for a portion of the school day. They were able to take academic courses not available at the state school and interact with sighted students. This mainstreaming program has been very successful and plans have been made to continue providing this experience for blind students.

The Central Registry for the Blind was housed at the State School for the Blind for many years. It was moved to the Central Ohio SERRC in 1977 and became the Ohio Resource Center for the Visually Handicapped. The SERRC staff assumed the responsibility for its administration from that time forward and made textbooks and other services for blind and visually impaired students available in other public schools, as well as the State School for the Blind.

Developments at the Ohio School for the Deaf

At the Ohio School for the Deaf, enrollment criteria were expanded to include more multihandicapped students, and there was a gradual shift to an older population. More hearing impaired students were placed in the state residential school during the secondary years. The residential high school program continued its strong emphasis on work-study and vocational programs that had been started by Superintendent Grover in 1968.

The vocational program at the school begins in the elementary grades with introductory visits to the various shops at least weekly. In the sixth and seventh grades, students have an exploratory program with a hands-on experience in two of the eight shops. Students participate in elective shops in the eighth and ninth grades and in major block vocational programs in the last three years. In the final semester of the senior year, students are placed in a job under the direction of the work-study coordinator. This has resulted in a 98% hiring rate since 1980. Recent improvements have included expanding the printing and bakery shops; updating the business office education area; and adding masonry, horticulture, and photography to the curriculum.

During Grover's years as superintendent, the *Ohio Chronicle* became a monthly publication and won several awards for excellence in journalism. A computer laboratory and videotapes especially designed for the deaf became important instructional tools. An FM wireless auditory trainer was made available to each student for whom this equipment was deemed to be appropriate.

Many consider the greatest strength of the Ohio School for the Deaf to be its ability to promote language development and socialization skills in a specialized setting. The use of manual communication at the school was historic, but a new perspective was gained in the late 1970s. Staff members worked together in the development and implementation of a comprehensive language curriculum and establishment of thorough inservice training in its use. This new emphasis on total communication (combining lip reading, speech amplification, and sign language) coincided with the school's 150th anniversary celebration in 1979.

The mainstreaming of deaf seniors to Columbus Centennial High School provided students with the opportunity to learn with hearing students. With well-developed, total communication skills and educational support and coordination from a trained teacher of the deaf at the regular high school, this continued as a successful program.

The average age at the state deaf school is 17, with the 1985 graduating class of 36 students being the largest in many years. Many of these students were from the last childhood rubella epidemic. Currently, about 12% of the students continue their education after graduation. This statistic is low because of active recruiting of the most

Ohio School for the Deaf students at work in the school's auto body and print shops

academically able students by private institutions such as the Model Secondary School for the Deaf, part of the Gallaudet School in Washington, D.C.

With the retirement of Grover, Richard Harlow became the 14th superintendent of the Ohio School for the Deaf in 1985. Harlow's initial efforts included filling staff vacancies with qualified personnel who are deaf and developing positive relationships among parents, alumni, and staff.

Conclusion

By the time P.L. 94-142 and Am. Sub. H.B. 455 were enacted, special education in Ohio enjoyed the distinction of being one of the largest, broadest, and most effective programs in the nation. During the decade which followed the passage of these laws, implementation was, of necessity, a major thrust of special education programs throughout the state.

Compliance Priorities

Special educators who previously had devoted time to curriculum development and other program improvements now became engrossed in bringing about compliance with the new laws. While inservice for special education teachers and school administrators had previously focused on curriculum development and instructional improvement, inservice now emphasized issues related to the new laws. Until full compliance with the laws was achieved, school districts had to set aside former program priorities.

Quality Initiatives and Goals

As school districts approached compliance and full service for all handicapped children, state and local emphasis shifted back to the quality of programs and services. The means by which quality goals were reached varied among school districts and included the addition of specific related services, use of experimental units, initiation of cooperative efforts, and use of rapidly growing technological resources. Multiplier effects were seen in places where special and regular education personnel worked together, and both handicapped and nonhandicapped children benefited.

The efforts on behalf of handicapped children in Ohio since the early 1800s have taken many paths and have become more complex than ever anticipated. Through the efforts of many persons in overcoming numerous obstacles, special education in Ohio has worthily contributed, on behalf of handicapped children, to the goal of the Northwest Ordinance of 1787 that "schools and the means of education shall be forever encouraged."

PART

5

Appendices

A. Supplemental Information
B. Legal Foundations for Special Education
C. Bibliography

APPENDIX A

Supplemental Information

Ohio's Chief State School Officers — 1837-1985

Years	Name	Position Title
1837-1840	Samuel Lewis	Superintendent of Common Schools
1840-1854		(Duties performed by Secretary of State)
1854-1857	Hiram H. Barney	State Commissioner of Common Schools
1857-1863	Anson Smythe	State Commissioner of Common Schools
1863	C. W. H. Cathcart[1]	State Commissioner of Common Schools
1863-1866	Emerson E. White	State Commissioner of Common Schools
1866-1869	John A. Norris[1]	State Commissioner of Common Schools
1869-1871	William D. Henkle	State Commissioner of Common Schools
1871-1875	Thomas W. Harvey	State Commissioner of Common Schools
1875-1878	Charles S. Smart	State Commissioner of Common Schools
1878-1881	James J. Burns	State Commissioner of Common Schools
1881-1884	D. F. DeWolf	State Commissioner of Common Schools
1884-1887	Leroy D. Brown	State Commissioner of Common Schools
1887-1888	Eli T. Tappan[2]	State Commissioner of Common Schools
1888-1891	John Hancock[2]	State Commissioner of Common Schools
1891-1892	Charles C. Miller[1]	State Commissioner of Common Schools
1892-1898	Oscar T. Corson	State Commissioner of Common Schools
1898-1904	Lewis D. Bonebrake	State Commissioner of Common Schools
1904-1909	Edmond A. Jones	State Commissioner of Common Schools
1909-1911	John W. Zeller	State Commissioner of Common Schools
1911-1913	Frank W. Miller	State Commissioner of Common Schools
1913-1916	Frank W. Miller[1]	State Superintendent of Public Instruction
1916-1920	Frank B. Pearson	State Superintendent of Public Instruction
1920-1921	Vernon M. Riegel	State Superintendent of Public Instruction
1921-1927	Vernon M. Riegel[1]	Director of Education
1927-1931	John L. Clifton	Director of Education
1931-1935	B. O. Skinner	Director of Education
1935-1937	E. L. Bowsher	Director of Education
1937-1941	E. N. Deitrich	Director of Education
1941-1945	Kenneth G. Ray	Director of Education
1945-1954	Clyde Hissong	Director of Education
1954-1957	R. Merle Eyman	Director of Education
1957-1966	E. E. Holt	Superintendent of Public Instruction
1966-1977	Martin W. Essex	Superintendent of Public Instruction
1977-	Franklin B. Walter	Superintendent of Public Instruction

[1] Resigned
[2] Died in office

State Directors of Special Education — 1921-1985

Years	Name
1921	Mrs. Claude Waltermire[1]
1922-1959	Hazel Hadley McIntire
1959-1965	Raymond A. Horn
1965-1981	Samuel F. Bonham, Jr.
1982-	Frank E. New

[1] Resigned

Division of Special Education: Personnel and Tables of Organization — 1921-1985

1921-22 Mrs. Claude C. Waltermire, Director of Special Classes

1922-23 Hazel Hadley, Director Special Classes Blind, Deaf and Crippled Children

1923-24 Hazel Hadley, Director Special Classes Blind, Deaf and Crippled Children

1924-25 Hazel C. Hadley, Director Special Classes—Deaf, Blind and Crippled Children; Vera R. Zinn, Assistant Director of Special Classes

1925-26 Hazel C. Hadley, Director Special Classes—Deaf, Blind and Crippled Children; Gladys Thompson, Assistant Director Special Classes

1926-27 Hazel C. Hadley, Director of Special Classes; Gladys Thompson, Assistant Director of Special Classes

1927-28 Hazel C. Hadley, Director of Child Accounting

1928-29 Hazel C. McIntire, Supervisor of Special Classes

1929-30 Hazel C. McIntire, Director of Special Classes; Margaret Sharp, Assistant Director of Special Classes

1930-31 Hazel C. McIntire, Director of Special Classes; Margaret Shively, Assistant Director of Special Classes; Chas. S. Berry, Consultant in Special Education

1931-32 Hazel C. McIntire, Director of Special Classes; Margaret Shively, Assistant Director of Special Classes

1932-33 Hazel C. McIntire, Director Special Classes; Margaret Shively, Assistant Director Special Classes

1933-34 Hazel C. McIntire, Director Special Classes; Della A. Griffith, Assistant Director Special Classes

1934-35 Hazel C. McIntire, Director Special Classes; Della A. Griffith, Assistant Director Special Classes; Edith O. Cuthbert, Supervisor for Deaf

1935-36 Hazel C. McIntire, Director; Della A. Griffith, Assistant Director; Edith O. Cuthbert, Supervisor for Deaf

1936-37 Hazel C. McIntire, Director; Della A. Griffith, Assistant Director; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist

1937-38 Hazel C. McIntire, Director; Della A. Griffith, Assistant Director; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist

1938-39 Hazel C. McIntire, Director; Della A. Griffith, Assistant Director; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Olive Sturdevant, Physiotherapist

1939-40 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Esther Hutchinson, Supervisor of Physiotherapy

1940-41 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Stephanie W. Kennedy, Psychologist; Esther Hutchinson, Supervisor of Physiotherapy

1941-42 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Stephanie W. Kennedy, Psychologist; Esther Hutchinson, Supervisor of Physiotherapy

1942-43 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Stephanie W. Kennedy, Psychologist; Esther Hutchinson, Supervisor of Physiotherapy

1943-44 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Stephanie W. Kennedy, Psychologist; Esther Hutchinson, Supervisor of Physiotherapy

1944-45 Hazel C. McIntire, Director; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Stephanie K. Ralph, Psychologist; Esther Hutchinson, Physiotherapist

1945-46 Hazel C. McIntire, Director and Chairman of the Division; Della A. Griffith, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Psychologist; Ruth B. Irwin, Supervisor Speech and Hearing Therapy; Esther Hutchinson, Physiotherapist

1946-47 Hazel C. McIntire, Director and Chairman of the Division; Della A. Loviner, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Supervisor Psychological Services; Paul H. Holcomb, Psychologist; Esther Hutchinson, Physiotherapist; Ruth B. Irwin, Supervisor Speech and Hearing Therapy

1947-48 Hazel C. McIntire, Director and Chairman of the Division; Della A. Loviner, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Supervisor Psychological Services; Paul H. Holcomb, Psychologist; Esther Hutchinson, Supervisor Physiotherapy; Ruth Beckey Irwin, Supervisor Speech and Hearing Therapy; Charles H. Klippstein, Field Counselor for School for Blind, School for Deaf, Division of Special Education

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NOTE: Ohio Department of Education directories were used verbatim as source documents. No adjustments were made for mid-year personnel shifts, name changes through marriage, etc.

Division of Special Education: Personnel and Tables of Organization — 1921-1985

1948-49 Hazel C. McIntire, Director and Chairman of the Division; Della A. Loviner, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Supervisor Psychological Services; Raymond Horn, Psychologist; Esther Hutchinson, Physiotherapist; Ruth Beckey Irwin, Supervisor Speech and Hearing Therapy; Amy A. Allen, Supervisor Slow Learning

1949-50 Hazel C. McIntire, Director and Chairman of the Division; Della A. Loviner, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Supervisor Psychological Services; Raymond Horn, Psychologist; Esther Hutchinson, Physiotherapist; Amy A. Allen, Supervisor Slow Learning

1950-51 Hazel C. McIntire, Director Special Education; Della A. Loviner, Orthopedic Supervisor; Edith O. Cuthbert, Supervisor for Deaf; P. O. Wagner, Supervisor Psychological Services; Raymond A. Horn, Psychologist; Esther Hutchinson, Physiotherapist; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1951-52 Hazel C. McIntire, Director Special Education; Della A. Loviner, Orthopedic and Sight Saving Supervisor; Edith O. Cuthbert, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1952-53 Hazel C. McIntire, Director Special Education; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Edith O. Cuthbert, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1953-54 Hazel C. McIntire, Director Special Education; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Edith O. Cuthbert, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; William A. Beitzel, Child Study Consultant; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1954-55 Hazel C. McIntire, Director Special Education; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Edith O. Cuthbert, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; William A. Beitzel, Child Study Consultant; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1955-56 Hazel C. McIntire, Director Special Education; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Anna May Worthington, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; ______, Child Study Consultant; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1956-57 Hazel C. McIntire, Director Special Education; Della Loviner, Supervisor; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Anna May Worthington, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1957-58 Hazel C. McIntire, Director Special Education; Della Loviner, Supervisor; Evelyn E. Eisnaugle, Orthopedic and Sight Saving Supervisor; Anna May Worthington, Supervisor for Deaf and Hard of Hearing; P. O. Wagner, Psychologist; Raymond Horn, Psychologist; Esther Hutchinson, Supervisor Physical Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1958-59 Hazel C. McIntire, Director; Della Loviner, Supervisor Orthopedic, Partially Seeing & Blind; Evelyn E. Eisnaugle, Supervisor Orthopedic, Partially Seeing & Blind; Christina C. Jones, Supervisor Deaf and Hard of Hearing; Raymond Horn, Psychologist; Edward C. Grover, Psychologist; Esther Hutchinson, Supervisor Physical & Occupational Therapy; Amy A. Allen, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1959-60 Raymond Horn, Director; Della Loviner, Supervisor Orthopedic, Partially Seeing & Blind; Evelyn E. Eisnaugle, Supervisor Orthopedic, Partially Seeing & Blind; Christina C. Jones, Supervisor for Deaf and Hard of Hearing; Edward C. Grover, Psychologist; ______, Psychologist; Esther Hutchinson, Supervisor Physical & Occupational Therapy; Amy A. Allen, Supervisor Slow Learning; Virginia Baker, Supervisor Slow Learning; Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy

1960-61 R. A. Horn, Director; Amy A. Allen, Supervisor Slow Learning; Virginia Baker, Supervisor Slow Learning; S. J. Bonham, Jr., Chief Psychologist; Evelyn E. Eisnaugle, Supervisor Orthopedic, Partially Seeing & Blind; Edward C. Grover, Psychologist; Esther Hutchinson, Supervisor Physical & Occupational Therapy; Christina C. Jones, Supervisor of Deaf and Hard of Hearing; Della

Loviner, Supervisor of Orthopedic, Partially Seeing & Blind, Elizabeth C. MacLearie, Supervisor Speech and Hearing Therapy, Thomas Stephens, Supervisor of Academically Gifted

1961-62 R. A. Horn, Director; Amy A. Allen, Educational Specialist Slow Learning; Virginia Baker, Educational Specialist Slow Learning; S. J. Bonham, Jr., Chief Psychologist; Evelyn E. Eisnaugle, Educational Specialist Blind, Partially Seeing and Crippled; Edward C. Grover, Psychologist, Herman N. Menapace, Educational Specialist Crippled, Physical and Occupational Therapy, Christina C. Jones, Educational Specialist Deaf and Hard of Hearing; Della Loviner, Educational Specialist Blind, Partially Seeing and Crippled, Elizabeth C. MacLearie, Educational Specialist Speech & Hearing Therapy, Thomas Stephens, Educational Specialist Academically Gifted

1962-63 R. A. Horn, Director; Amy A. Allen, Educational Specialist, Slow Learning, Virginia Baker, Educational Specialist, Slow Learning, S. J. Bonham, Jr., Administrative Assistant, Special Services, Evelyn E. Eisnaugle, Educational Specialist, Blind and Partially Seeing, Arthur R. Gibson, Educational Specialist, Academically Gifted, Edward Grover, Administrative Assistant, Physically Handicapped, Christina Jones, Educational Specialist, Deaf and Hard of Hearing, Elizabeth C. MacLearie, Educational Specialist, Speech and Hearing Therapy, Herman N. Menapace, Educational Specialist, Crippled, Physical and Occupational Therapy, Thomas Stephens, Administrative Assistant, Mentally Retarded & Gifted

1963-64 R. A. Horn, Director, Amy A. Allen, Educational Specialist, Slow Learning, Virginia Baker, Educational Specialist, Slow Learning, S. J. Bonham, Jr., Administrative Assistant, Special Services, Evelyn E. Eisnaugle, Educational Specialist, Blind and Partially Seeing, Arthur R. Gibson, Educational Specialist, Academically Gifted, Edward C. Grover, Administrative Assistant, Physically Handicapped, Christina C. Jones, Educational Specialist, Deaf and Hard of Hearing, Elizabeth C. MacLearie, Educational Specialist, Speech and Hearing Therapy, Thomas M. Stephens, Administrative Assistant, Slow Learning and Gifted

1964-65 R. A. Horn, Director, Amy A. Allen, Educational Specialist, Slow Learning, S. J. Bonham, Jr., Administrative Assistant, Special Services; Jacque L. Cross, Educational Specialist, Slow Learning, Evelyn E. Eisnaugle, Educational Specialist, Blind and Partially Seeing, Arthur R. Gibson, Educational Specialist, Academically Gifted, Edward C. Grover, Administrative Assistant, Physically Handicapped, Christina C. Jones, Educational Specialist, Deaf and Hard of Hearing, Elizabeth C. MacLearie, Educational Specialist, Speech and Hearing Therapy, Thomas M. Stephens, Administrative Assistant, Slow Learning and Gifted, Joseph H. Todd, Educational Specialist, Physically Handicapped

1965-66 S. J. Bonham, Jr., Director, Amy A. Allen, Educational Specialist, Slow Learning, W. L. Crawford, Educational Specialist, Slow Learning, Jacque L. Cross, Administrative Assistant, Slow Learning, Evelyn E. Eisnaugle, Educational Specialist, Blind and Partially Seeing, Arthur R. Gibson, Coordinator of Special Projects, ______, Educational Specialist, Academically Gifted, F. P. Gross, Administrative Assistant, Special Services, Edward C. Grover, Administrative Assistant, Physically Handicapped, Christina C. Jones, Educational Specialist, Deaf and Hard of Hearing, Elizabeth C. MacLearie, Educational Specialist, Speech and Hard of Hearing, Joseph H. Todd, Educational Specialist, Physically Handicapped

1966-67 S. J. Bonham, Jr., Director, Amy A. Allen, Educational Consultant, Slow Learning, W. L. Crawford, Educational Consultant, Slow Learning, Jacque L. Cross, Educational Administrator, Slow Learning, William H. Farling, Educational Consultant, School Psychology, Arthur R. Gibson, Coordinator of Special Projects, Garvin G. Gloss, Educational Consultant, Academically Gifted, F. P. Gross, Educational Administrator, Pupil Services, Edward C. Grover, Assistant Director, Physically Handicapped, J. William Hartwig, Educational Consultant, Audiologist, Christina C. Jones, Educational Consultant, Hearing Handicapped, Elizabeth C. MacLearie, Educational Consultant, Speech and Hearing, Victor J. Naples, Educational Consultant, Crippled & Visually Handicapped, Joseph H. Todd, Educational Consultant, Neurologically Handicapped, Martha Venturi, Educational Consultant, Slow Learning

1967-68 Samuel J. Bonham, Jr., Director, Edward C. Grover, Assistant Director, Patrick D. Gibbons, Supervisor

Physically Handicapped Section
Joseph H. Todd, Chief, Edward F. Berkheimer, Supervisor, J. William Hartwig, Supervisor, Christina C. Jones, Supervisor, Victor J. Naples, Supervisor

Pupil Services Section
F. Peter Gross, Chief, William H. Farling, Supervisor, Garvin G. Gloss, Supervisor, Elizabeth C. MacLearie, Supervisor

Slow Learning Section
Jacque L. Cross, Chief, Amy A. Allen, Supervisor, William L. Crawford, Supervisor, Martha J. Venturi, Supervisor

1968-69 Samuel J. Bonham, Jr., Director, Joseph H. Todd, Assistant Director, Patrick D. Gibbons, Supervisor, Teacher Training, Martha J. Venturi, Supervisor, I.M.C., William Crawford, Supervisor, Title VI

Physically Handicapped Section
John Herner, Chief, Christina C. Jones, Supervisor, J. William Hartwig, Supervisor, Victor J. Naples, Supervisor, Edward F. Berkheimer, Supervisor

Division of Special Education: Personnel and Tables of Organization — 1921-1985

Pupil Services Section
F. P. Gross, Chief, George Fichter, Supervisor, Nicholas Gallo, Supervisor, ______, Supervisor

Educable Mentally Retarded Section
Jacque L. Cross, Chief, Amy A. Allen, Supervisor, Geraldine Parham, Supervisor, Frank E. New, Supervisor

1969-70 Samuel J. Bonham, Jr., Director, Joseph H. Todd, Assistant Director, William Crawford, Supervisor, Title VI, Patrick D. Gibbons, Supervisor, Professional Development

Physically Handicapped Section
John Herner, Chief, Joseph E. Fisher, Supervisor, Learning and Behavior Disabilities, J. William Hartwig, Supervisor, Audiologist, Christina Jones, Supervisor, Deaf and Hard of Hearing, Victor J. Naples, Supervisor, Visually Handicapped and Crippled

Pupil Services Section
F. P. Gross, Chief, Nicholas Gallo, Supervisor, School Psychology, George Fichter, Supervisor, Speech and Hearing Therapy

Educable Mentally Retarded Section
Jacque L. Cross, Chief, Amy A. Allen, Supervisor, Frank E. New, Supervisor, Geraldine Parham, Supervisor

1970-71 Samuel J. Bonham Jr., Director, Joseph H. Todd, Assistant Director, William Crawford, Ed. Consultant, Title VI, Patrick D. Gibbons, Ed. Consultant, Professional Development, Victor J. Naples, Ed. Consultant, Title III, Thomas E. Fisher, Ed. Consultant, Title VI

Physically Handicapped Section
John Herner, Chief, Joseph E. Fisher, Ed. Consultant, Learning and Behavior Disabilities, J. William Hartwig, Ed. Consultant, Audiologist, Christina C. Jones, Ed. Consultant, Deaf and Hard of Hearing, James A. Schimmoller, Ed. Consultant, Crippled and Visually Handicapped

Pupil Services Section
F. P. Gross, Chief, Nicholas Gallo, Ed. Consultant, School Psychology, George Fichter, Ed. Consultant, Speech and Hearing Therapy, Harry L. Scott, Ed. Consultant, Pupil Services, Program Development

Educable Mentally Retarded Section
Jacque L. Cross, Chief, Amy A. Allen, Ed. Consultant, Frank E. New, Ed. Consultant, Geraldine Parham, Ed. Consultant

1971-72 Samuel J. Bonham, Jr., Director, Joseph H. Todd, Assistant Director, William Crawford, Ed. Consultant, Title III, Patrick D. Gibbons, Ed. Consultant, Professional Development, Thomas E. Fisher, Ed. Consultant, Title VI, Howard Ball, Ed. Consultant, Title VI

Physically Handicapped Section
Victor J. Naples, Chief, Joseph E. Fisher, Ed. Consultant, Learning and Behavior Disabilities, J. William Hartwig, Ed. Consultant, Audiologist, Christina C. Jones, Ed. Consultant, Deaf and Hard of Hearing, James A. Schimmoller, Ed. Consultant, Crippled and Visually Handicapped

Pupil Services Section
F. P. Gross, Chief, Nicholas Gallo, Ed. Consultant, School Psychology, George Fichter, Ed. Consultant, Speech and Hearing Therapy, Harry L. Scott, Ed. Consultant, Pupil Services, Program Development

Educable Mentally Retarded Section
Jacque L. Cross, Chief, Frank E. New, Ed. Consultant, Geraldine Parham, Ed. Consultant, Jack Stowers, Ed. Consultant

1972-73 Samuel J. Bonham, Jr., Director, Joseph H. Todd, Assistant Director, Thomas E. Fisher, Consultant, Title VI, Patrick D. Gibbons, Consultant, Professional Development, Richard Humphrey, Consultant, Title VI

Physically Handicapped/Learning Disabilities Section
Frank E. New, Chief, Suzanne Alexander, Teacher, Deaf-Blind, Joseph Fisher, Consultant, Learning and Behavior Disabilities, Margaret Golledge, Consultant, Learning and Behavior Disabilities, J. Wm. Hartwig, Consultant, Audiologist, Thomas Scheid, Consultant, Deaf-Blind, James Schimmoller, Consultant, Physically Handicapped

Pupil Services Section
F. P. Gross, Chief, George Fichter, Consultant, Speech and Hearing Therapy, Nicholas Gallo, Consultant, School Psychology, Harry Scott, Consultant, Pupil Services

Educable Mentally Retarded Section
Jacque L. Cross, Chief, Jerry Green, Consultant, EMR, Geraldine Parham, Consultant, EMR, Jack Stowers, Consultant, EMR

1973-74 Samuel J. Bonham, Jr., Director, Joseph H. Todd, Assistant Director, Thomas Fisher, Consultant, Title VI, Richard Humphrey, Consultant, Title VI, Thomas Scheid, Consultant, Title III—Voc. Ed.

Physically Handicapped/Learning Disabilities Section
Frank E. New, Chief, Joseph Fisher, Consultant, Learning and Behavior Disabilities, Margaret Golledge, Consultant, Learning and Behavior Disabilities, J. William Hartwig, Consultant, Audiologist, George Levin, Consultant, Learning and Behavior Disabilities, John Saylor, Consultant, Program for Deaf/Blind, James Schimmoller, Consultant, Physically Handicapped

Pupil Services Section
F. P. Gross, Chief, George Fichter, Consultant, Speech and Hearing Therapy, Nicholas Gallo, Consultant, School Psychology, Harry Scott, Consultant, Pupil Services

Division of Special Education: Personnel and Tables of Organization — 1921-1985

Educable Mentally Retarded Section
Jacque L. Cross, Chief; Jerry Green, Consultant, EMR; Jack Stowers, Consultant, EMR

1974-75 Samuel J. Bonham, Jr., Director; Joseph H. Todd, Assistant Director; Thomas Fisher, LRC Project Director; Richard Humphrey, Consultant, Title VI; Thomas Scheid, Consultant, Title VI

Physically Handicapped/Learning Disabilities Section
Frank E. New, Chief; Joseph Fisher, Consultant, Learning and Behavior Disabilities; Margaret Golledge, Consultant, Learning and Behavior Disabilities; J. William Hartwig, Consultant, Audiologist; George Levin, Consultant, Learning and Behavior Disabilities; John Saylor, Consultant, Program for Deaf/Blind; James Schimmoller, Consultant, Physically Handicapped

Pupil Services Section
F. P. Gross, Chief; Exie Ashburn, Consultant, EMR; George Fichter, Consultant, Speech and Hearing Therapy; Nicholas Gallo, Consultant, School Psychology; Jerry Green, Consultant, EMR; Harry L. Scott, Consultant, Pupil Services; Jack Stowers, Consultant, EMR; Sherry Vastbinder, Consultant, EMR and School Psychology

1975-76 Samuel J. Bonham, Jr., Director; Joseph H. Todd, Assistant Director; Janet Cramer, Consultant, Fiscal Management; Thomas E. Fisher, LRC Project Director; Carolyn Greene, Liaison Consultant; Dennie X. Huelsman, Consultant, ALRC/RRC; Gayle Krantz, Consultant, RRC Clinic; Thomas Scheid, Consultant, Title VI

Physically Handicapped/Learning Disabilities Section
Frank E. New, Chief; Ann Decker, Consultant, Learning and Behavior Disabilities; Joseph Fisher, Consultant, Learning and Behavior Disabilities; Margaret Golledge, Consultant, Learning and Behavior Disabilities; J. William Hartwig, Consultant, Audiologist; James Schimmoller, Consultant, Physically Handicapped; William Williams, Consultant, Developmental Disabilities

Pupil Services/Educable Mentally Retarded Section
F. P. Gross, Chief; Exie Ashburn, Consultant, EMR; George Fichter, Consultant, Speech and Hearing Therapy; Harry Scott, Consultant, Pupil Services; Jack Stowers, Consultant, EMR

1976-77 Samuel J. Bonham, Jr., Director; Joseph H. Todd, Assistant Director; James Couzins, Consultant, ALRC/RRC; Thomas E. Fisher, LRC Project Director; Janet Hanson, Consultant, Fiscal Management; Dennis Huelsman, Consultant, ALRC/RRC; Sandra Knapp, Consultant, Title VI; Thomas Scheid, Consultant, Title VI

Physically Handicapped/Learning Disabilities Section
Frank E. New, Chief; Jack Brownley, Consultant, RRC Clinic; Ann Decker, Consultant, Learning and Behavior Disabilities; J. William Hartwig, Consultant, Audiologist; Gayle Krantz, Consultant, Deaf-Blind Programs; Shirley Moorehead, Consultant, Learning Disabilities; John Saylor, Consultant, Severe Behavior Disorders; James Schimmoller, Consultant, Physically Handicapped; William L. Williams, Consultant, Developmental Disabilities

Pupil Services/Educable Mentally Retarded Section
F. P. Gross, Chief; George Fichter, Consultant, Gifted; Carolyn Greene, Consultant, EMR; Jerry Johnson, Consultant, Speech and Hearing Therapy; Michael Kabler, Consultant, School Psychological Services; Harry Scott, Consultant, EMR; Jack Stowers, Consultant, EMR

1977-78 Samuel J. Bonham, Jr., Director

Administrative Services
Joseph H. Todd, Assistant Director; Thomas E. Fisher, Coordinator, Local Plans, Data Management; Sandra Knapp, Coordinator, Federal Project Management; Thomas Scheid, Coordinator, Planning and Development; James Couzins, Consultant, Fiscal Operations; Janet Hanson, Consultant, Fiscal Management; Dennis Hoelsman, Consultant, Federal Projects

Educable Mentally Retarded/Learning Disabilities and Pupil Services
F. P. Gross, Assistant Director; Michael Kabler, Coordinator, Field Services and Program Review; George Fichter, Consultant, Gifted; Carolyn Greene, Consultant, EMR/LD; Edward Kapel, Consultant, EMR/LD; Shirley Moorehead, Consultant, EMR/LD; Jack Stowers, Consultant, EMR/LD

Physically and Severely Handicapped
Frank E. New, Assistant Director; James A. Schimmoller, Coordinator, Field Services and Program Review; Jack Brownley, Consultant, Multiple and Severely Handicapped; J. William Hartwig, Consultant, Hearing Impaired-Visually Impaired; Jerry Johnson, Consultant, Speech, Language Hearing, and Audiology; John Saylor, Consultant, Severe Behavior Handicaps; William Williams, Consultant, Program Placement

1978-79 Samuel J. Bonham, Jr., Director

Administrative Services
Joseph H. Todd, Assistant Director; Thomas E. Fisher, Coordinator, Planning & Development; Veronica Payer, Coordinator, Federal Project Management; Hal Barker, Consultant, Federal Projects; Janie Campanizi, Consultant, RRC; James Couzins, Consultant, Fiscal Operations; John Gardner, Consultant, Federal Projects; Cynthia Johnson, Consultant, Federal Projects

Procedural Safeguards & Pupil Services
F. P. Gross, Assistant Director; George Fichter, Consultant, Gifted; Janet Liston, Consultant, School Psychological Services; William Williams, Consultant, Program Placement

Division of Special Education: Personnel and Tables of Organization — 1921-1985

Program Operation
Frank E. New, Assistant Director; Michael L. Kahler, Coordinator, Field Services & Program Review; Carolyn Greene, Consultant, EMR/LD; Jerry Johnson, Consultant, Speech, Language, & Hearing & Audiology; Edward Kapel, Consultant, EMR/LD; Shirley Moorehead, Consultant, EMR/LD; William Pasters, Consultant, EMR/LD; Phyllis Varian, Consultant, EMR/LD

Program Operation
James A. Schimmoller, Assistant Director; Jack Brownley, Coordinator, Field Services & Program Review; Carolyn Dudley, Consultant, Orthopedically Handicapped; Mark Gerhardstein, Consultant, Multiple & Severely Handicapped; J. Wm. Hartwig, Consultant, Hearing Impaired & Visually Impaired; John Saylor, Consultant, Severe Behavioral Handicaps

1979-80 Samuel J. Bonham, Jr., Director

Administrative Services
Joseph H. Todd, Assistant Director; Veronica Payer, Coordinator, Federal Projects Management; Hal Barker, Consultant, Federal Projects; Janie Campanizi, Consultant, Federal Projects; James Couzins, Consultant, Fiscal Operations; John Gardner, Consultant, Federal Projects; Cynthia Johnson, Consultant, Federal Projects

Procedural Safeguards & Pupil Services
F. P. Gross, Assistant Director; George Fichter, Consultant, Gifted; Jack Malinky, Consultant, School Psychological Services; Dianna Meeth, Consultant, Due Process & Procedural Safeguards; William Williams, Consultant, Program Placement

Program Operation
Frank E. New, Assistant Director; Michael L. Kahler, Coordinator, Field Services & Program Review; Jerry Johnson, Consultant, Speech, Language, Hearing & Audiology; Edward Kapel, Consultant, EMR/LD; Shirley Moorehead, Consultant, EMR/LD

Program Operation
James A. Schimmoller, Assistant Director; Phyllis Varian, Coordinator, Field Services & Program Review; Carolyn Dudley, Consultant, Orthopedically Handicapped; Mark Gerhardstein, Consultant, Multiple & Severely Handicapped; J. Wm. Hartwig, Consultant, Hearing Impaired & Visually Impaired; John Saylor, Consultant, Severe Behavioral Handicaps

1980-81 Samuel J. Bonham, Jr., Director

Administrative Services
Joseph H. Todd, Assistant Director; Veronica Payer, Coordinator, Federal Project Management; Hal Barker, Consultant, Federal Projects; Janie Campanizi, Consultant, Federal Projects; James Couzins, Consultant, Fiscal Operations; John Gardner, Consultant, Federal Projects; Cynthia Johnson, Consultant, Federal Projects

Procedural Safeguards & Pupil Services
F. P. Gross, Assistant Director; George Fichter, Consultant, Gifted; Jack Malinky, Consultant, School Psychological Services; Dianna Meeth, Consultant, Due Process & Procedural Safeguards; William Williams, Consultant, Program Placement

Program Operation
Frank E. New, Assistant Director; Edward Kapel, Coordinator, Field Services & Program Review; Mollie Dana, Consultant, EMR/LD; Jay Flu-Allen, Consultant, EMR/LD; Jerry Johnson, Consultant, Speech, Language, Hearing & Audiology; Kristen Kask-Flaherty, Consultant, EMR/LD; George Khoury, Consultant, EMR/LD; Shirley Moorehead, Consultant, EMR/LD

Program Operation
James A. Schimmoller, Assistant Director; Phyllis Varian, Coordinator, Field Services & Program Review; Carolyn Dudley, Consultant, Orthopedically Handicapped; J. Wm. Hartwig, Consultant, Hearing Impaired & Visually Impaired; Barbara MacDonald, Consultant, Moderately & Severely Handicapped; John Saylor, Consultant, Severe Behavioral Handicaps; Phyllis Yeager, Consultant, Moderately & Severely Handicapped

1981-82 Samuel J. Bonham, Jr., Director

Administrative Services
Joseph H. Todd, Assistant Director; Veronica Payer, Coordinator, Federal Project Management; James Couzins, Consultant, Fiscal Operations; John Gardner, Consultant, Federal Projects; Cynthia Johnson, Consultant, Federal Projects

Procedural Safeguards & Pupil Services
F. P. Gross, Assistant Director; George Fichter, Consultant, Gifted; Dan Johnson, Consultant, Due Process & Procedural Safeguards; Jack Malinky, Consultant, School Psychological Services

Program Operation
Frank E. New, Assistant Director; Edward Kapel, Coordinator, Field Services & Program Review; Mollie Dana, Consultant, EMR/LD; Jay Flu-Allen, Consultant, EMR/LD; Jerry Johnson, Consultant, Speech, Language, Hearing & Audiology; George Khoury, Consultant, EMR/LD; Karen Sanders, Consultant, EMR/LD

Program Operation
James A. Schimmoller, Assistant Director; Kristen Kask-Flaherty, Coordinator, Field Services & Program Review; J. Wm. Hartwig, Consultant, Hearing Impaired & Visually Impaired; Barbara MacDonald, Consultant, Moderately & Severely Handicapped; Phyllis Magliocca, Consultant, Moderately & Severely Handicapped; John Saylor, Consultant, Severe Behavioral Handicaps

1982-83 Frank E. New, Director

Fiscal Operations/Administrative Services
James A. Schimmoller, Assistant Director; James Couzins, Consultant; John Gardner, Consultant; George Khoury, Consultant; Barbara MacDonald,

Consultant, Veronica Payer, Coordinator; William Strayer, Consultant; Jane Wiechel, Consultant

Procedural Safeguards/Support Services
F. P. Gross, Assistant Director; Jay Flu-Allen, Consultant; Jerry Johnson, Consultant; Michael Kabler, Consultant; John Saylor, Consultant; Kathleen Schindler, Consultant

Program Operation
Joseph H. Todd, Assistant Director; George Fichter, Consultant; Kristen Flaherty, Coordinator; J. William Hartwig, Consultant; Edward Kapel, Coordinator; Karen Sanders, Consultant

1983-84 Frank E. New, Director

Fiscal Operations/Administrative Services
James A. Schimmoller, Assistant Director; Hal Barker, Consultant; James Couzins, Consultant; John Gardner, Consultant; Jack Hansher, Consultant; Donna Jones, Consultant; George Khoury, Consultant; Barbara MacDonald, Consultant; William Strayer, Consultant

Procedural Safeguards/Support Services
F. P. Gross, Assistant Director; Jay Flu-Allen, Consultant; Jerry Johnson, Consultant; Michael Kabler, Consultant; John Saylor, Consultant; Kathleen Schindler, Consultant

Program Operation
Joseph H. Todd, Assistant Director; George Fichter, Consultant; J. William Hartwig, Consultant; Edward Kapel, Coordinator; Kristen Kask-Flaherty, Coordinator; Phyllis Magliocca, Consultant; Karen Sanders, Consultant; Jane Wiechel, Consultant

1984-85 Frank E. New, Director

Fiscal Operations/Administrative Services
James A. Schimmoller, Assistant Director; Hal Barker, Consultant; James Couzins, Consultant; John Gardner, Consultant; Jack Hansher, Consultant; Donna Jones, Consultant; George Khoury, Consultant; Barbara MacDonald, Consultant; William Strayer, Consultant

Procedural Safeguards/Support Services
F. P. Gross, Assistant Director; Jay Flu-Allen, Consultant; Jerry Johnson, Consultant; John Saylor, Consultant; Kathleen Schindler, Consultant; Debby Waddell, Consultant

Program Operation
Joseph H. Todd, Assistant Director; George Fichter, Consultant; J. William Hartwig, Consultant; Edward Kapel, Coordinator; Kristen Kask-Flaherty, Coordinator; Phyllis Magliocca, Consultant; Karen Sanders-Pinchak, Consultant; Jane Wiechel, Consultant

State Payments for the Education of Blind, Deaf, and Crippled Children — 1915-1927

Year	Payments	Year	Payments
1915-16	$ 54,241	**1921-22**	$109,840
16-17	68,531	**22-23**	342,828
17-18	93,834	**23-24**	311,951
18-19	112,751	**24-25**	194,603
19-20	122,980	**25-26**	340,985
20-21	137,715	**26-27**	326,273

NOTE: Source document was an Ohio Institute report issued in 1927.

State Payments for Education of Blind, Deaf, and Crippled Children — 1927-1945

Year	Payments	Year	Payments
1927-28	$425,000	**1936-37**	$553,750
28-29	545,000	**37-38**	593,840
29-30	545,000	**38-39**	550,000
30-31	721,291	**39-40**	550,000
31-32	410,057	**40-41**	632,500
32-33	352,321	**41-42**	632,500
33-34	406,675	**42-43**	644,140
34-35	431,802	**43-44**	644,140
35-36	530,037	**44-45**	800,000

NOTE: Source documents included State of Ohio executive budgets for the appropriate years. Payments for 1945-46 through 1968-69 are not reported because they were part of total school foundation payments and separate line items for special education could not be verified.

State Payments for All Special Education Programs — 1969-1985

Year	Payments	Year	Payments
1969-70	$ 42,390,168	**1977-78**	$148,404,591
70-71	48,080,365	**78-79**	166,118,085
71-72	72,297,478	**79-80**	203,196,199
72-73	86,534,634	**80-81**	215,811,692
73-74	82,699,471	**81-82**	222,666,853
74-75	90,230,082	**82-83**	235,117,500
75-76	122,993,396	**83-84**	287,444,692
76-77	134,675,997	**84-85**	309,851,692

NOTE: Source documents included State of Ohio executive budgets, annual reports issued by the Ohio Department of Finance, and Ohio Department of Education records.

Total Enrollment in Ohio's Public Schools — 1945-1985

Year	Enrollment	Year	Enrollment	Year	Enrollment
1945-46	1,114,509	**1959-60**	1,870,858	**1973-74**	2,371,578
46-47	1,122,137	**60-61**	1,933,511	**74-75**	2,322,874
47-48	1,138,501	**61-62**	2,011,394	**75-76**	2,287,275
48-49	1,166,981	**62-63**	2,082,134	**76-77**	2,249,440
49-50	1,197,309	**63-64**	2,163,443	**77-78**	2,181,979
50-51	1,228,653	**64-65**	2,230,124	**78-79**	2,102,440
51-52	1,496,631	**65-66**	2,271,420	**79-80**	2,025,417
52-53	1,586,876	**66-67**	2,319,866	**80-81**	1,957,390
53-54	1,678,906	**67-68**	2,357,647	**81-82**	1,898,882
54-55	1,728,488	**68-69**	2,395,711	**82-83**	1,860,226
55-56	1,875,723	**69-70**	2,423,831	**83-84**	1,827,270
56-57	1,963,769	**70-71**	2,424,227	**84-85**	1,805,127
57-58	2,062,094	**71-72**	2,432,640		
58-59	1,830,535	**72-73**	2,415,724		

Enrollment in State-Approved Special Education Classes — 1945-1979

Year	Enrollment	Year	Enrollment	Year	Enrollment	Year	Enrollment	Year	Enrollment
1945-46	10,854	**1952-53**	11,881	**1959-60**	15,150	**1966-67**	37,190	**1973-74**	66,448
46-47	11,789	**53-54**	12,115	**60-61**	16,837	**67-68**	42,975	**74-75**	71,672
47-48	10,783	**54-55**	12,728	**61-62**	19,800	**68-69**	45,334	**75-76**	74,238
48-49	10,553	**55-56**	11,658	**62-63**	21,704	**69-70**	48,918	**76-77**	76,065
49-50	9,848	**56-57**	12,564	**63-64**	25,421	**70-71**	53,956	**77-78**	78,724
50-51	11,500	**57-58**	13,326	**64-65**	29,122	**71-72**	57,876	**78-79**	—[1]
51-52	11,401	**58-59**	13,378	**65-66**	33,338	**72-73**	63,247		

[1] Beginning in 1978-79, statewide figures were reported only in units (see page 188) and statewide enrollment figures were discontinued.

Reimbursable Transportation Claims for Handicapped Individuals — 1956-1985

1956-57	3,487	**1964-65**	3,979	**1972-73**	7,023	**1980-81**	18,799
57-58	3,670	**65-66**	4,341	**73-74**	8,012	**81-82**	19,675
58-59	3,744	**66-67**	4,865	**74-75**	8,961	**82-83**	18,776
59-60	3,697	**67-68**	5,396	**75-76**	10,159	**83-84**	19,113
60-61	3,600	**68-69**	5,809	**76-77**	10,839	**84-85**	20,400
61-62	3,624	**69-70**	5,903	**77-78**	13,495		
62-63	3,787	**70-71**	6,264	**78-79**	14,198		
63-64	3,869	**71-72**	6,723	**79-80**	16,833		

Special Education Units for Handicapped Children — 1955-1985

Year	HH	VH	OH	DH	Sp./Lan.	Psych.	SBH	SLD	MH	State Inst.	Pre-school	SST	Other	Total Units
1955-56[1]	111.0	78.0	113.0	453.0	*127.0*[2]	93.0								975.0
56-57	109.0	75.5	22.5	513.0	*141.3*	101.7								963.0
57-58	119.0	72.5	123.7	589.0	*148.4*	109.9								1,162.5
58-59	121.0	70.5	130.9	612.7	*195.5*	127.8								1,258.2
59-60	126.0	69.5	138.7	732.9	*238.0*	144.9								1,450.0
60-61	128.0	72.0	131.8	854.1	262.7	175.4								1,624.1
61-62	133.0	67.8	130.3	1,036.7	292.9	175.4	22.8							1,858.9
62-63	138.9	70.4	120.4	1,202.0	305.6	203.8	32.8	9.0						2,082.9
63-64	146.2	65.5	125.3	1,429.5	347.4	231.4	42.7	11.0						2,399.0
64-65	162.7	69.5	130.9	1,633.9	404.8	248.2	60.1	18.0						2,728.1
65-66	175.4	71.5	134.3	1,906.1	449.8	295.5	72.0	36.5						3,141.1
66-67	188.3	70.5	142.8	2,142.8	472.6	311.7	85.0	66.0						3,479.7
67-68	206.0	75.2	155.2	2,503.1	526.6	362.3	123.5	132.0						4,083.9
68-69	226.0	72.2	164.3	2,625.4	546.1	395.9	141.1	176.0						4,347.0
69-70	242.1	75.0	174.5	2,834.1	621.3	478.3	148.8	242.0						4,816.1
70-71	258.0	76.6	177.1	3,186.8	681.8	557.0	167.0	391.5						5,495.8
71-72	264.5	82.0	192.1	3,405.9	738.9	611.9	151.0	548.0						5,994.3
72-73	287.0	87.0	206.2	3,845.8	824.5	674.5	156.0	763.0						6,844.0
73-74	300.8	85.5	224.3	3,979.5	882.9	736.7	111.0	1,057.3	11.0					7,389.0
74-75	325.3	88.3	237.7	4,095.8	927.1	763.7	132.6	1,473.8	25.0					8,069.3
75-76	342.7	98.3	257.7	4,145.0	950.5	786.0	171.1	1,670.7	47.0					8,469.0
76-77	352.2	103.3	275.2	4,166.1	965.7	801.2	195.5	1,742.1	92.0	176.0				8,869.3
77-78	362.7	105.4	296.6	4,131.8	979.9	785.3	264.5	1,833.7	134.0	276.0				9,169.0
78-79	371.7	110.3	317.3	4,150.7	1,007.6	806.5	438.3	2,602.3	226.5	278.8				10,310.0
79-80	370.1	104.3	320.5	4,105.3	968.7	799.7	579.3	2,931.5	285.1	261.5				10,726.0
80-81	367.9	100.6	336.4	4,046.6	956.4	818.0	748.7	3,253.7	335.1	226.0				11,189.4
81-82	361.7	98.3	328.6	3,949.4	929.9	802.7	790.5	3,255.0	379.7	208.0				11,103.8
82-83	296.8	61.0	218.7	3,679.0	967.3	846.1	789.8	3,140.3	396.3	168.7	64.0	29.7	640.7	11,298.4
83-84	290.1	62.7	215.4	3,720.0	971.5	826.0	817.8	3,132.5	461.9	138.8	64.0	29.7	672.6	11,403.0
84-85	283.9	63.8	222.8	3,724.9	1,009.3	806.5	857.7	3,134.2	519.4	128.5	64.0	37.5	730.3	11,582.8

Key for Unit Categories. HH, hearing handicapped. **VH,** visually handicapped. **OH,** orthopedically handicapped. **DH,** developmentally handicapped and/or other health handicapped. **Sp./Lan.,** speech and language services. **Psych.,** school psychological services. **SBH,** severe behavior handicapped. **SLD,** specific learning disabled. **MH,** multihandicapped. **State Inst.,** state institution units. **Preschool,** preschool/early childhood education. **SST,** supplemental services teacher. **Other,** other related services.

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[1] Unit funding began in 1945-46 but verifiable numbers were not consistently available until 1955-56.

[2] Speech and hearing services reported by number of therapists from 1955-56 through 1959-60; from 1960-61 on, reported by units.

Speech and Language Therapists — 1945-1960

Year	Therapists	Year	Therapists	Year	Therapists
1945-46	7.0	**1950-51**	68.0	**1955-56**	127.0
46-47	25.0	**51-52**	94.0	**56-57**	141.3
47-48	36.0	**52-53**	104.0	**57-58**	148.4
48-49	48.0	**53-54**	119.0	**58-59**	195.5
49-50	59.0	**54-55**	122.0	**59-60**	238.0

Speech Therapy Activity — 1961-1972

Year	Units	Therapists	Student Enrollment	Mean Caseload	Cases Corrected
1961-62	292.9	303	35,636	121	37%
62-63	305.6	315	36,391	119	36
63-64	347.4	365	39,171	113	37
64-65	404.8	428	47,279	117	46
65-66	449.8	473	51,424	114	46
66-67	472.6	504	53,764	114	37
67-68	526.6	566	56,794	100	37
68-69	546.1	581	58,839	104	38
69-70	621.3	665	68,916	114	40
70-71	681.8	730	79,014	109	37
71-72	738.9	780	90,000	110	37

NOTE: Units for speech therapy activity through 1985 are reported in the speech and language column on page 188.

Units for School Psychological Services — 1945-1955

Year	Units	Year	Units
1945-46	17.0	**50-51**	44.0
46-47	24.5	**51-52**	54.0
47-48	27.0	**52-53**	54.0
48-49	30.5	**53-54**	63.0
49-50	36.5	**54-55**	63.5

NOTE: Units for school psychological services through 1985 are reported in the psychological services column on page 188.

Units for School Psychologist Interns — 1959-1985

Year	Units	Year	Units	Year	Units
1959-60	6	**1968-69**	92	**1977-78**	90
60-61	13	**69-70**	122	**78-79**	96
61-62	18	**70-71**	128	**79-80**	106
62-63	38	**71-72**	138	**80-81**	135
63-64	39	**72-73**	140	**81-82**	140
64-65	36	**73-74**	*	**82-83**	115
65-66	55	**74-75**	*	**83-84**	99
66-67	54	**75-76**	105	**84-85**	77
67-68	77	**76-77**	103		

*No verifiable data

Pupil Enrollment for Individual Supplemental Services — 1956-1985

Year	Blind Reader Services	Blind Guide Services	Attendant Services Ortho./Other	Interpreter Services	Telephone Services	Board for Physically Handicapped
1956-57	54	*			*	139[1]
57-58	42	*			10	154
58-59	55	*			*	152
59-60	63	*			5	126
60-61	60	*			*	110
61-62	64	*			8	113
62-63	65	*			10	*
63-64	66	*			14	99
64-65	81	*			10	90
65-66	93	*			4	85
66-67	96	*			15	75
67-68	96	*			13	73
68-69	100	*			20	68
69-70	84	*			19	55
70-71	68	8			7	44
71-72	52	4			10	41
72-73	50	11			10	32
73-74	47	20	1,208		14	26
74-75	42	31	1,399		10	19
75-76	46	26	1,555		3	16
76-77	39	47	1,618		6	15
77-78	42	57	1,730		3	9
78-79	38	63	1,726		1	6
79-80	31	52	1,694		1	4
80-81	33	55	1,847		0	4
81-82	46	18	1,863		—[2]	2
82-83	55	43	2,066	177		—[3]
83-84	57	50	2,406	140		
84-85	47	44	2,323	239		

*Service existed but enrollment data not available

[1] Boarding reimbursement for physically handicapped started before 1925

[2] Telephone services discontinued in 1981

[3] Boarding reimbursement for physically handicapped discontinued in 1982

Occupational and Physical Therapy Units — 1956-1985

Year	OT	PT	Year	OT	PT	Year	OT	PT
1956-57	18.6	5.1	1966-67	16.7	9.0	1976-77	35.6	28.4
57-58	18.7	5.3	67-68	19.5	9.3	77-78	*	*
58-59	20.7	7.2	68-69	19.5	10.3	78-79	*	*
59-60	19.6	5.2	69-70	21.0	10.3	79-80	*	*
60-61	20.4	6.2	70-71	22.5	11.9	80-81	*	*
61-62	19.2	6.7	71-72	23.3	15.5	81-82	48.6	52.7
62-63	19.5	8.5	72-73	24.8	16.1	82-83	56.3[1]	65.9[1]
63-64	19.9	7.3	73-74	25.7	15.9	83-84	72.6	82.8
64-65	18.1	7.5	74-75	27.6	21.5	84-85	75.4	63.0
65-66	17.0	9.0	75-76	32.2	25.4			

*No verifiable data

[1] Funded as related services units from 1982-83 on. Earlier units were generally included in crippled/orthopedically handicapped or developmentally handicapped programs.

Pupil Enrollment for Individual Instructional Services — 1956-1985

Home Instruction			Individual & Small Group Instruction		
Year	**PH**	**SBH**	**Year**	**VH/HH**	**SLD**
1956-57[1]	2,147		**1956-57**	43	
57-58	2,259		**57-58**	46	
58-59	2,493		**58-59**	37	
59-60	2,624		**59-60**	21	
60-61	2,640		**60-61**	29	
61-62	2,701		**61-62**	35	
62-63	2,681		**62-63**	44	
63-64	3,061		**63-64**	28	
64-65	3,134		**64-65**	39	
65-66	3,548		**65-66**	45	
66-67	2,970		**66-67**	54	
67-68	3,174		**67-68**	46	1,364
68-69	3,471		**68-69**	37	2,419
69-70	3,870		**69-70**	41	3,664
70-71	4,246		**70-71**	50	4,408
71-72	4,539	427	**71-72**	54	5,540
72-73	4,806	407	**72-73**	68	8,262
73-74	5,032	417	**73-74**	120	11,817
74-75	5,196	413	**74-75**	122	19,954
75-76	5,029	546	**75-76**	261	18,079
76-77	4,792	683	**76-77**	202	21,128
77-78	4,595	709	**77-78**	194	24,802
78-79	4,615	513	**78-79**	197	25,492
79-80	4,563	494	**79-80**	227	27,030
80-81	4,355	482	**80-81**	238	27,867
81-82	4,293	546	**81-82**	238	28,164
82-83	5,727	787	**82-83**	272	26,593
83-84	5,904	748	**83-84**	295	26,100
84-85	6,296	718	**84-85**	280	26,008

Key. PH, physically handicapped. **SBH,** severe behavior handicapped. **VH/HH,** visually handicapped/hearing handicapped. **SLD,** specific learning disabled.

[1] Home instruction for physically handicapped students was initiated in 1922 when the Division of Special Classes was established. However, prior to 1956, verifiable data were not available.

Special Education Units for Gifted Children — 1975-1985

Year	Units	Year	Units
1975-76	8.6	**1980-81**	175.0
76-77	8.6	**81-82**	174.4
77-78	19.9	**82-83**	224.6
78-79	19.9	**83-84**	235.0
79-80	75.0	**84-85**	249.0

Superintendents of State Residential Schools — 1829-1985

	School for the Deaf
1829-1851	Horatio Nelson Hubbell
1851-1852	Josiah Addison Cary
1852-1863	Collins Stone
1863-1866	George Ludington Weed, Jr.
1866-1880	Gilbert Otis Fay
1880-1882	Charles Strong
1882-1890	Amasa Pratt
1890-1892	James Wilson Knott
1892-1894	Stephen Russell Clark
1894-1895	William Stuart Eagleson
1895-1930	John William Jones
1930-1968	Edward R. Abernathy
1968-1984	Edward C. Grover
1985-	Richard A. Harlow

	School for the Blind
1840-1846	William Chapin
1846-1848	A. W. Penniman
1848-1852	George H. McMillen
1852-1856	Rufus E. Harte
1856-1868	Asa D. Lord
1868-1885	George L. Smead
1885	Henry Snyder, Jr.
1885-1886	H. P. Fricker
1886-1890	C. H. Miller
1890-1892	H. P. Fricker
1892-1896	S. S. Burrows
1896-1900	R. W. Wallace
1900-1905	George L. Smead
1905-1907	Edwin N. Brown
1907-1914	Edward M. VanCleve
1914-1916	H. C. Maurer (acting)
1916-1919	Charles F. F. Campbell
1919-1933	J. Frank Lumb
1933-1960	W. G. Scarberry
1960-1976	Donald W. Overbeay
1976-	Dennis L. Holmes

Locations of State Residential Schools — 1829-1985

	School for the Deaf[1]
1829	Rented house on the corner of Broad and High Streets
1830	Old Chamber of Commerce building
1831	Old Court House on High Street
1832	28 North Front Street
1834	East Town Street (first building officially known as the Ohio Institution for the Education of the Deaf)
1868	1834 East Town Street (new building on same site)
1953	500 Morse Road (formerly Rathbone Road)

	School for the Blind[1]
1837	Rented house on State Street
1839	Friend Street (later called Main Street)
1874	Main Street and Parsons Avenue (new building on same site)
1953	5220 North High Street

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[1] All locations are in Columbus

Early State Support and Admission Patterns for State Residential Schools — 1829-1929

State Support for Education of Deaf Indigent Pupils in Residential Schools

Year	Number of Indigent Pupils	Annual Rate Per Pupil	Time Limitation
1829	1 per judicial district	$100	3 years
1830	1 per judicial district	75	3 years
1831	2 per judicial district	75	3 years
1833	3 per judicial district	75	4 years
1834	Total of 36 in state	75	5 years
1844	No number limitation	75	5-7 years[1]
1854	All deaf pupils eligible, not indigent only		

State Support for Education of Blind Indigent Pupils in Residential Schools

Year	Number of Indigent Pupils	Annual Rate Per Pupil	Time Limitation
1838	12	$100	5 years
1843	No number limitation	100	5-7 years[1]
1851	All blind pupils eligible, not indigent only	120	

School for the Deaf Admission Patterns

Year	Age Requirement	Time Limitation
1829	Determined by associate county judges	
1834	12-20	5 years
1844	12-20	5-7 years[1]
1866	10-20	7-10 years[1]
1873	6-21	7-10 years[1]
1885	Not under 8	10 years
1898[2]	4-16	12 years
1908	Not under 7	13 years
1929	Determined by director of education and school superintendent	

School for the Blind Admission Patterns

Year	Age Requirement	Time Limitations
1838	6-21	5 years
1843	6-21[3]	5-7 years[1]
1866	8-21[3]	7-10 years[1]
1873	6-21[4]	7-10 years[1]
1876	6-23[4,5]	
1929	Determined by director of education and school superintendent	

[1] Pupils could attend the maximum "at the discretion of the superintendent." Annual reports state that pupils who were permitted the maximum stay were those who gave promise of making exceptional progress.

[2] Deaf/blind pupils were included.

[3] Pupils over 21 were permitted to stay one or two years longer to learn a trade.

[4] In addition to the one year specified for those over 21, adult females could remain another three years and adult males could remain another year to learn a trade.

[5] If admitted under 14, pupil could remain until 21. If admitted at 14, pupil could remain for seven years.

Pupil Enrollment at State Residential Schools — 1829-1985

Year	Blind	Deaf	Year	Blind	Deaf	Year	Blind	Deaf	Year	Blind	Deaf	Year	Blind	Deaf
1829-30	—	9	1861-62	120	150	1893-94	296	456	1925-26	233	471	1957-58	219	284
30-31	—	25	62-63	120	150	94-95	296	445	26-27	203	480	58-59	219	266
31-32	—	32	63-64	135	150	95-96	313	415	27-28	226	(503)	59-60	218	256
32-33	—	35	64-65	137	150	96-97	301	530	28-29	(247)		60-61	206	241
33-34	—	45	65-66	150	150	97-98	303	537	29-30		*	61-62	196	237
34-35	—	48	66-67	145	152	98-99	330	537	30-31	250	*	62-63	197	236
35-36	—	54	67-68	144	235	99-00	372	493	31-32	254	*	63-64	195	246
36-37	—	*	68-69	125	266	1900-01	*	570	32-33	234	*	64-65	202	261
37-38	5	70	69-70	119	312	01-02	339	602	33-34	226	*	65-66	202	260
38-39	21	68	70-71	132	338	02-03	337	540	34-35	261	*	66-67	214	265
39-40	25	79	71-72	112	397	03-04	337	521	35-36	280	489	67-68	193	256
40-41	50	77	72-73	114	393	04-05	344	584	36-37	261	477	68-69	182	258
41-42	56	75	73-74	113	407	05-06	369	567	37-38	246	429	69-70	163	285
42-43	58	83	74-75	158	401	06-07	313	457	38-39	260	432	70-71	170	285
43-44	65	84	75-76	167	424	07-08	313	476	39-40	247	423	71-72	167	292
44-45	68	104	76-77	171	438	08-09	372	501	40-41	263	404	72-73	176	300
45-46	73	103	77-78	225	436	09-10	264	541	41-42	247	367	73-74	181	300
46-47	68	121	78-79	243	429	10-11	296	540	42-43	209	362	74-75	181	318
47-48	73	127	79-80	239	*	11-12	286	548	43-44	244	353	75-76	174	318
48-49	67	135	80-81	249	432	12-13	250	475	44-45	204	363	76-77	179	309
49-50	72	128	81-82	226	431	13-14	233	475	45-46	204	348	77-78	182	274
50-51	69	132	82-83	238	420	14-15	228	445	46-47	204	336	78-79	162	251
51-52	69	129	83-84	240	476	15-16	226	497	47-48	212	326	79-80	148	249
52-53	69	158	84-85	242	373	16-17	221	485	48-49	217	337	80-81	134	223
53-54	64	183	85-86	263	447	17-18	235	472	49-50	194	324	81-82	133	185
54-55	64	148	86-87	261	469	18-19	182	462	50-51	201	312	82-83	126	176
55-56	60	153	87-88	299	472	19-20	161	495	51-52	174	308	83-84	123	161
56-57	93	157	88-89	283	495	20-21	204	491	52-53	174	288	84-85	127	164
57-58	105	150	89-90	266	471	21-22	242	503	53-54	190	263			
58-59	120	158	90-91	247	450	22-23	222	512	54-55	206	256			
59-60	120	159	91-92	255	423	23-24	241	512	55-56	215	*			
60-61	120	140	92-93	286	445	24-25	236	503	56-57	210	*			

—School not founded *No verifiable data ( )Calendar year data

NOTE: Source documents included annual reports of the superintendents of the state residential schools. Over the years enrollment statistics were compiled in a variety of ways such as enrollment on a specific day, average daily attendance, yearly total enrollment, etc. Thus, some variance will be found in data reported in various publications.

Noteworthy Early School District Classes for Handicapped Children — 1879-1934

Year	Deaf	Blind	Crippled	Retarded	Sight-Saving	Hospital-ized
1879	Cincinnati			Cleveland		
1893	Cleveland					
1898	Dayton Elyria					
1905		Cincinnati				
1909		Cleveland		Cincinnati Columbus		
1910			Cleveland	Toledo		
1911				Dayton		
1913			Cincinnati[1] Dayton[1]	Lakewood	Cleveland	
1914					Cincinnati	
1915					Toledo	Elyria
1916					Ashtabula Mansfield	
1918					Alliance Lorain Norwalk	
1919				Cleveland Heights[1]		
1921					Youngstown	
1922			Akron Ashtabula Canton Piqua		Dayton	
1923			Barberton Columbus		Hamilton Middletown Oak Harbor	
1924			Massillon Youngstown		Akron Columbus Sandusky Springfield Warren	Cincinnati[1] Columbus[1] Dayton[1] Youngstown[1]
1925	Akron[1] Canton[1] Findlay[1] Toledo[1] Youngstown[1]		Elyria[1] Hamilton Lancaster Lima Mansfield Sandusky Springfield		Campbell Cleveland Heights Lima Portsmouth	
1926					Barberton Canton	
1927		Ottawa Co.	Barnesville Zanesville			
1929	Ottawa Co.[1]	Greene Co.[1]	Belmont Co.[1] Columbus[2]		Fremont	
1931					Cedarville Dennison	
1934	E. Cleveland Fremont				Dennison[3] E. Cleveland Hillsboro Ironton Newark[3] Steubenville	

[1] Began during or prior to the year indicated

[2] Tubercular and anemic students

[3] Orthopedic sight-saving classes

NOTE: First classes for hard of hearing students were approved by the Division of Special Education in 1935.

State Support and Minimum Ages for School District Classes for the Handicapped Following Benchmark Legislation — 1898-1973

Year of Legislation	Handicap Category	State Support Per Child	Minimum Age
1898	Deaf	$150	3
1902	Deaf	150	3
1913	Deaf	150	3
	Blind	200	4
	Crippled	150	5
1917	Deaf	150	3
	Blind	250[1]	3
	Crippled	150	5
1920	Deaf	250	3
	Blind	325[1]	3
	Crippled	250	5
1925	Deaf	300	3
	Blind	375[1]	3
	Crippled	300	5
1945	Deaf	Not stated in law[2]	3
	Blind	Not stated in law[2]	5
	Crippled	Not stated in law[2]	5
	Retarded/Slow Learner	Unit Reimbursement	5
	Speech and Hearing	Unit Reimbursement	
	School Psychology	Unit Reimbursement	
1953	Deaf	Not stated in law[2]	3
	Blind	Not stated in law[2]	3
	Crippled	Not stated in law[2]	5
	Slow Learner	Unit Reimbursement	5
	Speech and Hearing	Unit Reimbursement	
	School Psychology	Unit Reimbursement	
1956	All programs	Unit Reimbursement	
1967	Deaf	Unit Reimbursement	3
	Blind	Unit Reimbursement	3
	Physically Handicapped	Unit Reimbursement	5
	Emotionally Handicapped	Unit Reimbursement	5
	Mentally Handicapped	Unit Reimbursement	5
1973	Early Childhood	Unit Reimbursement	—[3]

[1] Plus $250 board

[2] State support levels not specified in law but per child support continued

[3] Below 1967 minimum ages

APPENDIX B

Legal Foundations for Special Education

Northwest Territory Ordinance

On July 13, 1787, before the U.S. Constitution was adopted, Congress passed the Ordinance for the Government of the Territory Northwest of the River Ohio. This ordinance included the foundation for education with its essential statement "... religion, morality, and knowledge being necessary to good government and the happiness of mankind, schools and the means of education shall be forever encouraged."

Ohio was the first state admitted to the Union under that Ordinance on February 19, 1803, and the first to receive a grant for school lands.

Constitution of State of Ohio

The Ohio constitution adopted in 1851 echoes the above phrase in the Northwest Territory ordinance and assigns the General Assembly the duty to pass laws accordingly. Article VII of this constitution states: "Institutions for the benefit of the insane, blind and deaf and dumb, shall always be fostered and supported by the state, and be subject to such regulations as may be prescribed by the General Assembly."

Major Ohio Laws Pertinent to Special Education

A chronological annotation of the major State of Ohio legislation pertinent to special education between 1803 and 1985 follows.

1811 *Laws of Ohio Vol. 9, p. 68.* Act for relief of David Phouts appropriating $150 annually for five children born blind.

1812 *Laws of Ohio Vol. 10, p. 68.* Repealed preceding Act.

1818 *Laws of Ohio Vol. 17, p. 7.* Act for relief of John Twaddle by county commissioners of Jefferson County authorizing annual allowance for six children born blind.

1822 *Laws of Ohio Vol. 20, p. 249.* Act to authorize county commissioners to appropriate money for "ecucation of deaf and dumb pupils when it was impossible for the parents to provide this service."

1822 *Laws of Ohio Vol. 21, p. 5.* Act to ascertain number of deaf and dumb persons in the state.

1827 *Laws of Ohio Vol. 25, p. 37.* Act to establish an asylum for the education of deaf and dumb persons. One indigent pupil per judicial circuit permitted at a maximum cost of $100 per indigent pupil. A board of trustees established to facilitate and manage concerns of the asylum under direction of the legislature.

1828 *Laws of Ohio Vol. 26, p. 4.* Act to amend the law establishing asylum for education of deaf and dumb persons. Named trustees and made first grant of money ($376.60) for an asylum by the legislature.

1829 *Laws of Ohio Vol. 27, p. 63.* Act to empower board of trustees of the asylum of deaf and dumb to open the institution.

1830 *Laws of Ohio Vol. 28, p. 30.* Amendatory to establish asylum for deaf and dumb. Twelve trustees to be appointed. Appropriated $1,000 and authorized one indigent pupil from each judicial district to be educated at state expense.

1831 *Laws of Ohio Vol. 29, p. 427.* Act to establish an asylum for education of deaf and dumb persons and for repealing previous laws on the subject. Defined role of trustees and location of asylum. Authorized two indigent pupils from each judicial district at state expense and permitted admission of pupils from other states.

1832 *Laws of Ohio Vol. 30, p. 20.* Act to amend 1831 law to establish asylum for deaf and dumb. One-fourth of money raised from an auction in Hamilton County appropriated to this asylum. Auditor of State to credit and draw money for asylum and Treasurer of State to pay same.

1833 *Laws of Ohio Vol. 31, p. 24.* Amendment to 1831 law to authorize enrollment of three indigent pupils from each judicial circuit for a maximum of four years.

1834 *Laws of Ohio Vol. 32, p. 39.* Act to establish an asylum for education of deaf and dumb persons and to repeal previous laws on the subject. Indigent residents of the state, 12-20, to be supported at state expense not exceeding $75 per annum for five years. Up to 36 students to be admitted in 1834 and not more than 12 in any succeeding year.

1834 *Laws of Ohio Vol. 33, p. 36.* Amendatory to provide for educating all indigent deaf and dumb persons between 12 and 20 for a time not exceeding five years.

1835 *Laws of Ohio Vol. 33, p. 453.* Resolution to take a census of the blind.

1836 *Laws of Ohio Vol. 34, p. 648.* Resolution to appoint three trustees to gather information concerning the instruction of the blind and probable cost of commencing a school.

1837 *Laws of Ohio Vol. 35, p. 116.* Act to provide instruction of the blind. Three trustees appointed. Established Institution for the Instruction of the Blind with provisions for site and buildings at or near Columbus. Authorized $15,000 for building, also $10,000 for apparatus and school expenses.

1838 *Laws of Ohio Vol. 36, p. 49.* Act to further provide for the instruction of the blind, 6 to 21. Trustees given power to make regulations for the institution. Authorized $15,000 for completion of the building. Permitted free instruction to 12 indigent students with a maximum of five years of instruction. School could receive students from other states.

1843 *Laws of Ohio Vol. 41, p. 57.* Amendatory to extend provisions for instruction to all indigent blind students. Pupils could continue more than five years but no more than seven. Persons over 21 could be taught some trade or business for two years.

1844 *Laws of Ohio Vol. 42, p. 8.* Act to authorize trustees of deaf and dumb asylum to admit at state expense as many indigent pupils as they deem proper. Pupils could continue in institution for five years with option of additional two years if too young to be safely discharged or if pupil would receive material advantage by a longer residence.

1844 *Laws of Ohio Vol. 42, p. 21.* Act to reduce salaries. Superintendent of blind asylum not to exceed $700. Superintendent of deaf and dumb asylum not to exceed $600.

1844 *Laws of Ohio Vol. 42, p. 253.* Resolution to authorize employment of oculist by the blind asylum.

1844 *Laws of Ohio Vol. 43, p. 270.* Resolution to authorize $150 for apparatus for blind pupils.

1846 *Laws of Ohio Vol. 44, p. 111.* Amendatory to set salaries of superintendent of asylums for the blind and the deaf and dumb at $1,000. Repealed previous laws for support of pupils in these institutions.

1851 *Laws of Ohio Vol. 49, p. 110.* Amendment to make further provisions for instruction of the blind. All pupils admitted at state expense not to exceed $120 per year. Clothing and travel expenses were excluded.

1852 *Laws of Ohio Vol. 50, p. 194.* Act to provide for reorganization of Ohio's benevolent institutions (asylum for insane and institutions for the deaf and dumb and the blind) under complete authority of a single board of trustees. Inspection required monthly by one or more trustees and semiannually by majority of trustees.

1854 *Laws of Ohio Vol. 52, p. 71.* Act to regulate admission and support of pupils in institution for the deaf. All supported at state expense except traveling and clothing for which parents or guardians were responsible. Where poverty made the latter impossible, the state was required to meet such expenses.

1854 *Laws of Ohio Vol. 52, p. 106.* Amendment to 1852 Act to provide for account certification by superintendent and approval by committee. Repealed previous sections of reorganization.

1856 *Laws of Ohio Vol. 53, p. 96.* Act to provide for regulation and management of deaf and dumb asylum and the blind asylum through separate boards of trustees and resident superintendents.

1856 *Laws of Ohio Vol. 53, p. 196.* Act to provide a plan and cost estimate for new building for deaf and dumb institution. Approved temporary repairs on current building up to $1,000.

1857 *Laws of Ohio Vol. 54, p. 190.* Act to establish asylum for idiotic and imbecile youth near or in Columbus. Governor to appoint three trustees who will appoint a superintendent, teacher, and other necessary and convenient officers. Such number of paying pupils as can be accommodated to be admitted who are under 15 and not capable of receiving instruction at common schools. One indigent pupil to be selected from each judicial district. (First legislation in Ohio for mentally deficient children.)

1861 *Laws of Ohio Vol. 58, p. 40.* Act to enumerate deaf-dumb, blind, and insane or idiotic.

1862 *Laws of Ohio Vol. 59, p. 80.* Act to amend 1857 Act for education of idiotic and imbecile youth. Established compensation for staff.

1862 *Laws of Ohio Vol. 59, p. 93.* Act to amend 1856 regulation and management of institutions law. Defined powers of board of trustees to appoint superintendent and teachers, to dismiss them for cause, and to specify their compensation.

1864 *Laws of Ohio Vol. 61, p. 51.* Act to authorize erection of a new building for the institution for the deaf and dumb for $40,000.

1864 *Laws of Ohio Vol. 61, p. 73.* Act to authorize purchase of land and permanently locate asylum for idiots. $25,000 appropriated for this purpose.

1865 *Laws of Ohio Vol. 62, p. 103.* Act to enumerate deaf and dumb, blind, insane, and idiots in 1868 and every four years thereafter.

1865 *Laws of Ohio Vol. 62, p. 109.* Act to authorize trustees of the Ohio Institution for the Deaf and Dumb to establish compensation of officers and employees of institution.

1866 *Laws of Ohio Vol. 63, p. 116.* Act to reorganize the institition of deaf and dumb. Youths, 10 to 20, permitted to be enrolled and allowed to remain for seven years plus three, if appropriate. Legal residents supported by state, except clothing and travel expenses. Clothing expenses to be assumed by the state, if necessary. Nonresidents of the state permitted, if space allows.

1866 *Laws of Ohio Vol. 63, p. 170.* Act to reorganize blind institution for pupils, 8 to 21. Could attend seven years of school plus three additional years, if demonstrate exceptional ability and promise. Those over 21 could continue one additional year to learn a trade. Pupils supported at state expense. Nonresidents could be admitted. Deaf and dumb, 10 to 20, could be admitted at discretion of superintendent. Authorized enlarged mechanical department and introduced trade studies. One trustee must visit school each month. Majority of trustees to inspect every quarter. Superintendent of the school and trustees required to submit an annual report to the governor. Local responsibility for the institution delegated to superintendent who was required to reside there.

1867 *Laws of Ohio Vol. 64, p. 124.* Act to reorganize deaf and dumb institution. Industrial branches expanded to include printing and bookbinding. Pupils to provide printing and binding services to state to improve their proficiency.

1867 *Laws of Ohio Vol. 64, p. 232.* Act to authorize erection of new building for blind at a cost not to exceed $175,000.

1868 *Laws of Ohio Vol. 65, p. 28.* Act to transfer certain duties related to erection of a new building for deaf-dumb from governor to trustees of the institution.

1869 *Laws of Ohio Vol. 66, p. 128.* Act to provide for the erection of a building for blind not to exceed $275,000. Must accommodate 300 pupils.

1873 *Laws of Ohio Vol. 70, p. 15.* Act to amend section of 1866 law. All pupils of legal residence in the institution for the deaf and dumb to be supported at state expense. Parents to provide clothing and travel and incidental expenses. Clothing costs to be paid by county, if needed.

1873 *Laws of Ohio Vol. 70, p. 26.* Act to amend 1866 law to provide that deaf mutes between 6 and 21 could receive instruction.

1873 *Laws of Ohio Vol. 70, p. 58.* Act to amend 1866 law to have trustees of institution for education of the blind to appoint or remove superintendent. Superintendent to nominate and trustees to appoint other staff members and set salaries. Pupils, 6 to 21, could be admitted and could remain for one extra year to learn a trade or be employed in the mechanical department. In addition, females could remain three more years if their "capacity shall render it advisable." If space permits, out-of-state tuition pupils could be admitted.

1874 *Laws of Ohio Vol. 71, p. 10.* Act to authorize purchase of books, maps, and other educational appliances for the blind.

1874 *Laws of Ohio Vol. 71, p. 87.* Act to provide for the more economical management and better regulation of the Institution for the Education of the Blind. Established a board of trustees, a steward, and a record system. Defined qualifications, duties, and compensation for various staff members.

1876 *Laws of Ohio Vol. 73, p. 111.* Act to amend 1866 and 1873 laws for institution for blind. Regular pupils must be at least 6 and none under 8 admitted, except for special reasons. Pupils admitted under 14 could remain until 21. Pupils admitted at 14 or over could remain for seven years provided no pupil remained after reaching 23, except for specific reasons. Persons over 21 could be received for one year to learn a trade or be employed in the mechanical department. In addition, females could remain three more years, if advisable. Steward to keep records. Pupils who have legal residence in the state to be supported by the state, except for clothing and travel expenses. Clothing to be funded by the county, if needed.

1876 *Laws of Ohio Vol. 73, p. 246.* Act to amend 1874 law. Trustees required to advertise for bids for supplies above $500. Contractors must give bond.

1878 *Laws of Ohio Vol. 75, p. 150.* Act to reorganize the asylum for the blind and repeal previous laws and amendments. Defined general powers and duties of trustees, superintendent, steward, auditor of state. Identified who could be admitted and for how long. Provided support of pupils and their incidental expenses and authorized purchase of books, maps, etc. Superintendent could permit former pupils to return for one year to review or perfect their studies.

1878 *Laws of Ohio Vol. 75, p. 507.* Act to reorganize the institution for the education of the deaf and dumb. Reorganization similar to preceding law, but pupils to be admitted at discretion of trustees and superintendent provided pupil is not less than 6 or does not remain after 21. Pupils could, at the discretion of trustees and superintendent, remain up to seven years, if progress justified. Three additional years allowed to pupils who give evidence of marked ability. Shoemaking, printing, bookbinding, and other trades and arts to be provided.

1879 *Laws of Ohio Vol. 76, p. 184.* Act to provide $1,400 to Cincinnati School Board for care of deaf and dumb children because of overcrowding at state asylum.

1880 *Laws of Ohio Vol. 77, p. 75.* Amendatory to establish rate of compensation for officers and employees of institution for the blind.

1880 *Laws of Ohio Vol. 77, p. 203, H.B. 86.* Act to amend and repeal previous statutes related to institutions. Control and management of all state benevolent institutions placed under one board of trustees. Delineates organization, duties, accounts, and records.

1885 *Laws of Ohio Vol. 82, p. 79, H.B. 526.* Amendatory establishing admission to institutions for the deaf and dumb. "Suitable persons," 8 or older, may enter and remain no longer than 10 years. No person to be accepted who is addicted to immoral habits or who has a contagious disease. Could remain seven years in the primary department or "such portion as their progress seems to justify." If "show sufficient proficiency" could remain additional three years and graduate from grammar department.

1885 *Laws of Ohio Vol. 82, p. 81, S.B. 411.* Act to require an annual report of state officers, boards and institutions. Institutions of deaf and dumb and blind each required to print 1,000 copies for institution and 1,000 copies for General Assembly.

1885 *Laws of Ohio Vol. 82, p. 222, H.B. 890.* Act to prohibit sale of intoxicating liquors within 1,200 yards of institution for feebleminded youth.

1885 *Laws of Ohio Vol. 82, p. 258, H.B. 434.* Act to reimburse teachers and employees of imbecile asylum for loss of wearing apparel and personal items in a fire at asylum, November 1881.

1886 *Laws of Ohio Vol. 83, p. 34, H.B. 235.* Act to establish compensation to employees of deaf and dumb asylum. Male grammar teacher, $1,050; female primary teacher, $600.

1886 *Laws of Ohio Vol. 83, p. 65, H.B. 10.* Act to specify number of copies of annual reports to be printed for residential institutions and other state officers and boards.

1886 *Laws of Ohio Vol. 83, p. 136, H.B. 149.* Act to establish an institution for employment of blind persons to be known as the "working home for the blind." Delineated organization, appropriations, expenditures, eligibility, regulations, and reports.

1887 *Laws of Ohio Vol. 84, p. 108, H.B. 1126.* Act to establish annual salaries. Superintendent of asylum to receive $1,200.

1888 *Laws of Ohio Vol. 85, p. 62, S.B. 30.* Act to establish number and distribution of annual reports of institutions.

1889 *Laws of Ohio Vol. 86, p. 333, H.B. 831.* Act of compulsory education. First law to compel children under 14 to attend school a certain length of time each year.

1890 *Laws of Ohio Vol. 87, p. 142, H.B. 467.* Act to amend original compulsory attendance law. All children 10 to 14, must attend school for not less than 20 weeks in city and 16 in special, village, and township schools. Minors over 14 and under 16 who cannot read and write the English language must attend school one-half day. Established basis for appointing of truant officers and specified their duties. (Amended again in 1891 and 1892.)

1890 *Laws of Ohio Vol. 87, p. 316, H.B. 310.* Act to amend previous compulsory attendance act to require all students 8 to 14 to attend and 8 to 16, if not employed. Indicated who could attend free. Permitted the board of education to supply books, if parent did not have the means.

1890 *Laws of Ohio Vol. 87, p. 642, House Joint Resolution 13.* Resolution to appoint a committee of five to investigate and submit report on conditions of the working home for the blind.

1891 *Laws of Ohio Vol. 88, p. 356, H.B. 1330.* Act to establish compensation for institution of the blind staff. Matron, $400; senior teacher in library department, $800; professor of music, $1,000; teacher of beadwork, $150 per year.

1892 *Laws of Ohio Vol. 89, p. 313, H.B. 792.* Amendatory relative to institution for deaf and dumb. Established age of entrance, length of schooling, vocational training to be offered, and compensation of employees. Cutting, fitting, and making of feminine wearing apparel added to the industrial curriculum.

1893 *Laws of Ohio Vol. 90, p. 285, H.B. 1433.* Act to revise compulsory school attendance law. Provisions of law applied to children attending institutions for the blind and the deaf and dumb.

1894 *Laws of Ohio Vol. 91, p. 122, S.B. 196.* Act to require monthly visitations, examinations, and detailed statements of conditions by at least three trustees of the benevolent institutions.

1896 *Laws of Ohio Vol. 92, p. 69, H.B. 255.* Act to amend admission to institution for deaf and dumb. Institution opened to those suitable to receive instruction. No child under 7 to be admitted. Maximum stay of 12 years. No person eligible who is addicted to immoral habits or has any contagious or offensive disease.

1896 *Laws of Ohio Vol. 92, p. 371, S.B. 398.* Act to repeal law establishing a working home for the blind. Included disposition of all property related to this home.

1898 *Laws of Ohio Vol. 93, p. 74, S.B. 87.* Act to admit children who are both blind and deaf to the institution for the deaf and dumb. Blind-deaf children could be admitted at age 4 and continue for 12 years. Further provided for home instruction for deaf-blind, when fit and proper. Home instruction teacher to be appointed and supervised the same as when the child is in the institution.

1898 *Laws of Ohio Vol. 93, p. 187, H.B. 389.* Act to require boards of education in larger city districts to establish and maintain public day schools for deaf children and those defective in speech (mutes) and unable to attend the public schools provided for children who can hear. Annual report required of such schools. Annual enumeration of deaf, 3 to 21, required. Funds to be paid from the state common school fund at $150 per deaf child and also for those defective in speech and unable to attend regular school. General school fund of local districts could also be used to defray expenses.

1898 *Laws of Ohio Vol. 93, p. 209, S.B. 86.* Act to establish custodial department at the institution for feebleminded youth under 15 incapable of receiving instruction in the common schools and for similar adults who are public charges. Provided for separate classification of numerous groups termed idiotic, imbecile, or feebleminded.

1898 *Laws of Ohio Vol. 93, p. 236, H.B. 634.* Act to authorize school districts to establish and maintain day schools for the deaf and authorized payment from the common school fund. Must have average attendance of not less than five pupils for instruction of deaf. Pupils must be over 3 and under 15. Deaf day schools to be inspected at least two times a year. Teachers appointed/removed by school commissioner. Teacher must have teacher's certificate and have received one year of specific instruction in the teaching of the deaf.

1902 *Laws of Ohio Vol. 95, p. 37, H.B. 241.* Act to permit school districts to establish one or more day schools for instruction of deaf pupils, 3 through 20, with an average attendance of not less than five pupils.

1902 *Laws of Ohio Vol. 95, p. 273, H.B. 639.* Act to change the name of the Ohio Institution for the Education of the Blind to "The Ohio State School for the Blind."

1902 *Laws of Ohio Vol. 95, p. 287, S.B. 226.* Act to specify 500 copies of annual reports each for institutions for idiotic and imbecile youth, the deaf, and the blind to be printed and distributed.

1902 *Laws of Ohio Vol. 95, p. 615, H.B. 663.* Act to require compulsory attendance of pupils, 8 through 14, for general education. Role of truant officers established and a penalty set for employment of children under 14. Provisions applicable for blind or deaf and dumb pupils between 8 and 18. Truant officers required to report the number of deaf and dumb or blind children in their counties annually and indicate whether the children were being properly educated, or whether they should be sent to a state institution for their education.

1906 *Laws of Ohio Vol. 98, p. 57, S.B. 63.* Act to provide for appointment of a commission to select and purchase no less than 50 acres of land for an institution for treatment and education of deformed and crippled children under 18 to make them self-sustaining citizens. Each county entitled to at least two enrollments.

1906 *Laws of Ohio Vol. 98, p. 219, H.B. 134.* Act to permit school districts to establish day schools for the education of deaf children, over 3, having average attendance of not less than three pupils. Schools to receive $150 from state for each pupil in a nine month program. Teachers to teach "oral" system. Deaf defined as "any person of sound mind who by reason of defective hearing cannot profitably be educated in the public schools as other children are." Annual reports required to state commissioner of schools from board of education maintaining such schools.

1908 *Laws of Ohio Vol. 99, p. 362, S.B. 509.* Act to establish Ohio Commission for the Blind to improve the condition of the blind. Commission required to maintain a register of all blind persons in Ohio, to aid in finding employment, and to teach them industries. Permitted schools for industrial training and workshops for employment of blind persons. Commission also charged to study causes and prevention of blindness.

1908 *Laws of Ohio Vol. 99, p. 598, H.B. 1038.* Act to change the name of the Ohio Institution for the Education of Deaf and Dumb to the "State School for the Deaf." Pupils must be at least 7 and be too deaf to be educated in the public schools. Deaf rules apply to "blind and deaf." Maximum stay to be 13 years.

1911 *Laws of Ohio Vol. 102, p. 48, H.B. 151.* Act to declare schools free to all youth between 6 and 21 who are children, wards, or apprentices of residents of the district.

1913 *Laws of Ohio Vol. 103, p. 270, H.B. 273.* Act to permit all public school districts to establish one or more day schools for the education of deaf, blind, and crippled children. Deaf over 3, blind over 4, and crippled over 5 eligible. (First systematic effort by legislature to provide for crippled children on same basis as others with physical defects.) For nine months of school, districts to receive $150 for each deaf and crippled child and $200 for each blind child. Oral instruction system to be taught to deaf. After nine months in a separate school, if unable to learn such method, then manual instruction permitted. Inspections to be twice a year. Teachers to meet requirements for all teachers plus special training. Attendance compulsory at discretion of local board of education. State inspectors required along with annual reports to the state superintendent of public instruction.

1913 *Laws of Ohio Vol. 103, p. 474, S.B. 160.* Act to provide readers for blind who can benefit and become more efficient citizens in any college, university, technical or professional school in Ohio.

1913 *Laws of Ohio Vol. 103, p. 833, H.B. 678.* Act to create an institution in Columbus for the relief of needy blind.

1914 *Laws of Ohio Vol. 104, p. 225, S.B. 10.* Act to establish the appointment by the governor of the superintendent of public instruction and prescribed duties. Mandated that a board of education which maintains one or more day schools for deaf, crippled, or blind persons report to the superintendent of public instruction. Reaffirmed tax support for schools, attendance requirements, and recordkeeping. Permitted establishment of free public libraries.

1915 *Laws of Ohio Vol. 106, p. 207, H.B. 321.* Act to declare it unlawful for a person to falsely represent self as blind, deaf, dumb, etc. for purpose of obtaining money or "other things of value." Set penalty for same.

1917 *Laws of Ohio Vol. 107, p. 146, H.B. 66.* Act to establish a commission to purchase land and build an institution for the medical and surgical treatment and polytechnic and literary education of indigent crippled and deformed children under 18.

1917 *Laws of Ohio Vol. 107, p. 153, H.B. 182.* Amendatory to prescribe standards for permissive establishment by any school district of schools for the deaf or blind over 3 and for the crippled over 5. School must have an average attendance of not less than three pupils. School board may pay pupil's board for one year. Board payment in excess of one year must be approved by the state superintendent. Such schools and boarding places must be inspected twice a year. State reimbursement set at $150 for deaf or crippled and $250 for blind with an additional $250 for blind pupil's board.

1919 *Laws of Ohio Vol. 108, p. 430, H.B. 358.* Act to authorize provision of a second institution for the feebleminded, including appropriation.

1919 *Laws of Ohio Vol. 108, p. 552, Am. H.B. 153.* Act to authorize management and governing of institutions for feebleminded under a board of administration which will provide for custody, supervision, control, care, maintenance, and training of feebleminded persons. Funds appropriated for a new institution to be erected in the northern part of the state. Agricultural and mechanical training to be provided.

1920 *Laws of Ohio Vol. 108, p. 1280, H.B. 716.* Act to amend laws permitting school districts to establish and maintain one or more schools for deaf or blind resident pupils over 3 and crippled residents over 5. School district could pay board of blind resident under 45 for one year to further its educational plan for blind persons. Special permission required to pay board for blind beyond one year. For nine months of schooling, the district to be paid $150 for each deaf or crippled child and $325 for each blind child and up to $250 for blind boarding. Annual inspection required. State superintendent to prescribe standards for these schools. Cooperative programs for blind permitted among districts.

1921 *Laws of Ohio Vol. 109, p. 257, H.B. 200.* Act to grant permission for any city, village, or rural board of education to establish classes for deaf or blind over 3 and crippled over 5. District of residence to provide transportation for crippled children, if needed, even if not enrolled in a special class. Where children even with transportation help are unable to assemble in school, home instruction is to be provided. Three hours of home instruction by a teacher equal to two days at school. Child handicapped by two defects counted as a full-time pupil. Excuse from day school attendance could be granted "if there are factors in the child's condition or the means of reaching the school which makes attendance at such a special class impractical."

1921 *Laws of Ohio Vol. 109, p. 361, S.B. 174.* Act to provide custody and medical and surgical treatment and education (if necessary) of dependent, neglected, crippled, or delinquent children through the county board of state charities.

1923 *Laws of Ohio Vol. 110, p. 123, Substitute S.B. 281.* Act to provide for the education of school age children in tuberculosis hospitals. Instruction to be directed and supervised by county or city superintendent of schools in cooperation with hospital superintendent.

1923 *Laws of Ohio Vol. 110, p. 253, H.B. 369.* Act to designate the government and control of institutions for the blind to the department of public welfare as successor to the Ohio board of administration.

1925 *Laws of Ohio Vol. 111, p. 26, H.B. 119.* Amendatory provisions relating to public school special classes. State director of education could grant permission to any local board of education for classes for deaf and blind over 3 or crippled over 5. Provided home instruction for crippled with five hours of instruction the equivalent of five days at school. Permitted establishment of classes for crippled for nine months upon petition of parents of eight crippled children. Reimbursement from the state for each child not to exceed $375 for blind and $300 for deaf or crippled. Board for any student not to exceed $250. These funds to be in excess of cost of educating children with normal needs.

1925 *Laws of Ohio Vol. 111, p. 63, Am. S.B. 146.* Act to revise and simplify laws relating to compulsory school attendance and child labor. School superintendent of district in which the child resides could excuse attendance upon satisfactorily showing either a bodily or mental condition that did not permit attendance or evidence of home instruction by a qualified teacher.

1925 *Laws of Ohio Vol. 111, p. 106, H.B. 386.* Act to require and assign responsibility for enumeration, examination, and treatment of all crippled children through the health commissioner who is directed to make application in the juvenile court for proper care, treatment, and education for crippled children.

1927 *Laws of Ohio Vol. 112, p. 358, Am. S.B. 101.* Act to transfer custody and control of the state school for the blind and state school for the deaf from the department of public welfare to the department of education.

1929 *Laws of Ohio Vol. 113, p. 248, Am. S.B. 137.* Act to extend admission of pupils for the deaf and blind schools. Both age and number of terms they could attend to be determined by the director of education and respective superintendent of the deaf and blind schools, giving due consideration to health, habits, temperament, mental qualifications, and possibilities of achieving a high school education. A child not making sufficient progress could be returned to parents, guardian, or proper agency. Literary and vocational education of the pupils to be organized systematically. Further higher education to be provided for any blind pupil judged to be capable of receiving sufficient benefit.

1939 *Laws of Ohio Vol. 118, p. 249, H.B. 504.* Act to have a supervisor in the department of education who shall develop and direct a program of instruction for the training and education of all handicapped children not mentioned heretofore.

1941 *Laws of Ohio Vol. 119, p. 679, S.B. 368.* Act to provide a commission to make recommendations for the disposal of the present sites of state school for the blind, state school for deaf, etc., acquisition of new sites, construction of new buildings, and related appropriations.

1943 *Laws of Ohio Vol. 120, p. 107, Am. S.B. 27.* Act to create a commission for the purpose of acquiring new sites for the state school for the blind and state school for the deaf and completing the construction of new buildings for such schools.

1943 *Laws of Ohio Vol. 120, p. 475, H.B. 217.* Act to recodify and revise laws of Ohio pertaining to the public schools. Control and supervision of state schools for deaf and blind assigned to department of education. Superintendent of public instruction, subject to rules of state civil service, to appoint and fix compensation of superintendents of these schools. Pupil admission to state schools for deaf and partially deaf, blind, and partially blind are those who in judgment of superintendent of public instruction and superintendent of the state school cannot be educated in the public schools and are suitable persons to receive instruction. Pupils could be returned to parents, if not making sufficient progress. Higher education permitted for blind capable of receiving sufficient benefit. Superintendents of deaf and blind schools, with approval of superintendent of public instruction, to employ suitable teachers, nurses, etc.

1945 *Laws of Ohio Vol. 121, p. 199, Am. S.B. 209.* Act to permit establishment of special schools for tubercular children and to permit exclusion of all youth so afflicted from regular schools. Transportation could be provided from school funds to and from such special schools.

1945 *Laws of Ohio Vol. 121, p. 675, Am. S.B. 65.* Act to authorize superintendent of public instruction to permit boards of education to establish and maintain classes for the instruction of deaf over 3 and blind, crippled, or slow-learning persons over 5. Also to establish and maintain child study, counseling, adjustment, and special instructional services for persons over 5 whose learning is retarded, interrupted, or impaired by physical or mental handicaps. Annual inspection of classes required. Superintendent of public instruction to prescribe standard requirements for day schools for the deaf, blind, crippled, and slow learners. Requirements to include conditions under which such schools are conducted, methods of instruction, child study, counseling, adjustment and supervision, qualifications of teachers and other personnel, conditions and terms of employment, special equipment to be provided, and condition of school rooms and school buildings.

1947 *Laws of Ohio Vol. 122, p. 156, Am. S.B. 163.* Act to provide inservice training of teachers for handicapped children through contractual agreement with superintendent of public instruction and board of trustees of any state-supported university. State payment not to exceed 50% of total salary.

1949 *Laws of Ohio Vol. 123, p. 485, Am. S.B. 132.* Act to permit a school district to provide education in a hospital for children with tuberculosis or epilepsy or a public institution for the care and treatment of delinquent, unstable, or socially maladjusted children located within its boundaries. State institutions as exceptions.

1949 *Laws of Ohio Vol. 123, p. 531, Am. Sub. S.B. 325.* Act to pay excess cost of instruction of handicapped child enrolled in a nonresident district as agreed by contract, from the district in which child is a legal resident to the district providing the instruction.

1949 *Laws of Ohio Vol. 123, p. 800, Am. S.B. 28.* Act to provide training for parents of deaf or hard of hearing children of preschool age. Purpose to assist parents in affording their children the means of optimum communicational facilities.

1951 *Laws of Ohio Vol. 124, p. 75, Am. H.B. 599.* Act to permit state school for the deaf to receive blind-deaf persons. Superintendent of school for deaf permitted to pay expenses necessary for instruction of blind-deaf children who are residents of the state, in a suitable institution wherever situated.

1951 *Laws of Ohio Vol. 124, p. 445, Am. S.B. 271.* Act to repeal 1906 statutes to establish and manage an institution for the treatment and education of deformed and crippled children.

1951 *Laws of Ohio Vol. 124, p. 668, Am. Sub. S.B. 157.* Act to direct commissioner of mental hygiene, with approval of director of public welfare, to establish training centers for mentally deficient youth under 21 ineligible for enrollment in the public schools or, if not of school age, having an IQ under 50. Purpose was to enable them to become accepted by society and to find employment. Upon petition of parents of eight or more mentally deficient youth, the commissioner of mental hygiene to take such action as he may deem necessary for special training, to the extent that funds are available.

1953 *Laws of Ohio Vol. 125, p. 30, Am. S.B. 81.* Amendatory relative to granting authority to boards of education to establish special classes for the handicapped. Superintendent of public instruction permitted to contract with any college or university to provide for the classroom and inservice training of teachers for handicapped children.

1953 *Laws of Ohio Vol. 125, p. 324, Am. S.B. 132.* Amendatory to specify that the court shall, at the time of placing the child, determine which school district must bear the cost of educating the child while he is residing at such place as the court directs. With respect to a crippled or otherwise physically handicapped child who is neither delinquent, neglected, nor dependent, the court may commit the child temporarily to the division or agency qualified to provide or secure the care, treatment, or placement required in the particular case.

1955 *Laws of Ohio Vol. 126, p. 655, Am. H.B. 212.* Act to create State Board of Education. Authority related to special education includes granting permission to boards of education to establish day schools for deaf, blind, crippled or slow-learning; precribing standard requirements for such schools and for other instruction and services for handicapped persons and for which any school district is entitled to state reimbursement; requiring boards to arrange for home instruction of crippled children, prescribing special training for teachers of handicapped, reimbursing boards for special classes and transportation, setting admission requirements of pupils at state schools for the deaf and blind, establishing programs to train parents of deaf or hard-of-hearing children of preschool age, and setting up programs to enable deaf and hard-of-hearing to communicate. Included compulsory attendance which conforms to minimum standards. Superintendent could excuse pupils if bodily or mental condition does not permit attendance.

1955 *Laws of Ohio Vol. 126, p. 288, Am. Sub. S.B. 321.* Amendatory relative to the distribution of funds to school districts. Section on special education covers units for teaching deaf, blind, crippled, slow learning, speech handicapped, and child study. Division of Special Education to certify costs of board and transportation for physically handicapped children attending special classes, costs of contracted teacher training, and excess costs of home instruction for homebound children.

1957 *Laws of Ohio Vol. 127, p. 788, Sub. H.B. 568.* Act to permit school boards to establish separate schools or facilities for the instruction of mentally retarded and to expend school funds in the establishment of such, to provide for transportation of pupils, and to contract with child welfare board, the board of county commissioners, or any municipal corporation to provide training for mentally retarded children.

1959 *Laws of Ohio Vol. 128, p. 232, Am. S.B. 172.* Act to permit mentally deficient or feebleminded or other person on behalf of such person to apply for voluntary admission to a state school diagnostic center or other institution under control of the Division of Mental Hygiene and Department of Mental Hygiene and Corrections. No voluntary patients to be detained if they desire to leave a school, diagnostic center, or institution.

1959 *Laws of Ohio Vol. 128, p. 234, S.B. 173.* Amendatory to provide for petition by parents or guardians of eight slow learning (as well as eight crippled) to have a special class for these children.

1959 *Laws of Ohio Vol. 128, p. 790, Am. H.B. 337.* Amendatory relating to payment of cost of training mentally deficient children by the commissioner of mental hygiene.

1959 *Laws of Ohio Vol. 128, p. 1036, Am. Sub. H.B. 754.* Amendment to provide for the development of programs for academically gifted children by employing in the state department competent persons to conduct research, counsel with boards of education, and encourage training of teachers of gifted children. State board may provide financial assistance to boards of education for developing and conducting experimental programs for the education of academically gifted children.

1961 *Laws of Ohio Vol. 129, p. 1209, Am. H.B. 228.* Amendment to permit tax levy in excess of 10 mill limitation for purposes of including the maintenance and operation of schools, training centers, or workshops for mentally retarded persons.

1961 *Laws of Ohio Vol. 129, p. 1581, Am. Sub. H.B. 708.* Amendment to adjust basis for calculating school foundation program payments and to add reimbursement for emotionally disturbed to deaf, blind, and crippled units. Also approved cost of transportation required for physically handicapped attending regular classes.

1961 *Laws of Ohio Vol. 129, p. 1614, Am. Sub. H.B. 778.* Amendment relative to the administration and financing of training facilities for the mentally deficient. Changed definition of mentally deficient to "person determined by the proper authorities to be ineligible for enrollment in public schools . . . or, if not of school age, person determined unemployable because of mental deficiency to such nature and degree that special training is necessary." County child welfare board defined to include county department of welfare which has assumed the administration of child welfare.

1963 *Laws of Ohio Vol. 130, p. 763, Am. H.B. 892.* Amendment to require tuition from the school of residence to another district in which a handicapped child attends for the provision of special instruction. Resident school could contract with board of another district for transportation of a handicapped child.

1965 *Laws of Ohio Vol. 131, p. 807, Am. Sub. H.B. 950.* Amendment to permit payment of excess costs for special instruction needed by handicapped child who is a school resident in one school district but attends in another district which can provide the needed instruction.

1967 *Laws of Ohio Vol. 132, p. 2280, Am. S.B. 303.* Act to permit two or more school districts to enter into joint school building projects including schools for handicapped children.

1967 *Laws of Ohio Vol. 132, p. 2731, Am. H.B. 729.* Amendment to permit State Board of Education to grant permission to any board of education to establish and maintain classes for instruction of deaf or blind over 3 and physically, emotionally, or mentally handicapped over 5; to establish and maintain child study, counseling, adjustment and special instructional services, including home instruction, for persons over 5 whose learning is retarded, interrupted, or impaired by physical, emotional, or mental handicaps. Required state board to set standards and inspect all classes and other services. Authorized person to be employed to encourage the development of special programs for the academically gifted children and permitted funding for experimental programs for academically gifted.

1967 *Laws of Ohio Vol. 132, p. 2199, Am. S.B. 169.* Amendment to create a county board of mental retardation in each county to administer programs for the training of mentally retarded children and adults. Permitted board to contract with public or nonprofit agency to provide training centers, workshop facilities, or other such services deemed necessary. State reimbursement for program operation authorized for community classes, sheltered workshops, and developmental classes for preschool age. Commissioner of mental hygiene designated as the final authority in determining the nature and degree of mental deficiency and answering questions relative to establishment and operation of program.

1969 *Laws of Ohio Vol. 133, p. 1815, Am. H.B. 80.* Amendment to require (rather than permit) school districts of residence to pay for excess costs for special education outside of district.

1969 *Laws of Ohio Vol. 133, p. 1807, Am. H.B. 77.* Amendment to substitute "educable mentally retarded" for "slow learning" in the Revised Code relative to special education. Educable mentally retarded defined as children with an IQ of at least 50 and not more than 80. Also revised calculation of payments, average daily membership, and approved classroom units.

1970 *Laws of Ohio Vol. 133, p. 2832, Am. H.B. 970.* Amendment to establish a Division of Mental Retardation in the Department of Mental Hygiene and Correction. Included training centers and workshops for the mentally retarded.

1972 *Laws of Ohio Vol. 134, p. 809, Sub. S.B. 405.* Act to require that school districts offer special education programs only in accordance with a comprehensive plan adopted by the state board of education.

1973 *Laws of Ohio Vol. 135, p. 1243, Am. H.B. 109.* Amendment to permit the assignment of special education units to joint vocational school districts.

1973 *Laws of Ohio Vol. 135, p. 1272, Am. H.B. 158.* Amendment to clarify contractual arrangements of school districts sharing the services of special education personnel.

1973 *Laws of Ohio Vol. 135, p. 1282, Am. H.B. 160.* Amendment to permit classes for deaf or blind over 3 and physically, emotionally, or mentally handicapped over 5, to establish child study, counseling, adjustment, a new program of parent counseling, and special instructional services including home instruction for deaf and blind over 3 and for all other persons over 5 whose learning is retarded, interrupted, or impaired by other physical emotional or mental handicaps. Early childhood programs permitted for persons below the specified age limits. Also authorized parental counseling services.

1975 *Laws of Ohio Vol. 136, p. 295, Am. S.B. 106.* Amendment to authorize state reimbursement of county boards of education for the cost of transporting special education pupils.

1976 *Laws of Ohio Vol. 136, p. 2522, Am. Sub. H.B. 421.* Amendment to provide procedural standards for the suspension and expulsion of pupils from public schools.

1976 *Laws of Ohio Vol. 136, p. 2562, Am. Sub. H.B. 455.* Amendment to establish conformity in Ohio law with P.L. 94-142 relative to the identification, evaluation, educational placement, and education of handicapped children. Permitted the state board of education to pay board for a handicapped child who is not a resident of a district but for whom the district provides special education. School district of residence to pay excess costs using a formula approved by the Department of Education and agreed upon in contracts by the boards of the districts concerned.

1978 *Laws of Ohio Vol. 137, p. 1090, Am. Sub. S.B. 355.* Amendment to establish that no unit for deaf children will be disapproved for funding on the basis of the method of instruction and no preference in approving units for funding shall be given by the state board for teaching deaf children by the oral, manual, total communication, or other method of instruction.

1980 *Laws of Ohio Vol. 138, p. 499, Am. Sub. S.B. 160.* Amendment to transfer responsibilities for the mental retardation program from community mental health and retardation boards to county boards of mental retardation and to authorize Department of Mental Retardation and Developmental Disabilities to enter into agreements with providers of services to eligible mentally retarded clients.

1980 *Laws of Ohio Vol. 138, p. 3004, Am. Sub. H.B. 550.* Amendment to require private children's homes, institutions, and other residential facilities to pay tuition to school boards and boards of county mental retardation for their residents who receive special education and related services. Heads of these institutions made subject to compulsory education requirements. Boards enabled to recover tuition and attorney fees when tuition is not paid.

1980 *Laws of Ohio Vol. 138, p. 3847, Am. Sub. H.B. 900.* Omnibus bill which separated the Department of Mental Health and Mental Retardation into the Department of Mental Health and the Department of Mental Retardation and Developmental Disabilities.

1981 *Ohio Revised Code, Am. Sub. H.B. 440.** Omnibus bill which required the departments of Mental Health, Mental Retardation and Developmental Disabilities and Youth Services to establish and maintain special education programs for handicapped children in institutions under their jurisdiction according to the standards of the State Board of Education. Also authorized tuition payments to these institutions from the child's school district of residence.

1981 *Ohio Revised Code, Am. S.B. 140.* Amendment to establish where a pupil is entitled to free schooling and public school tuition obligations especially when legal custody of a child is other than his natural or adoptive parents. Also permitted parents to authorize emergency medical treatment for children who become ill or injured while under school authority and parents cannot be reached.

1983 *Ohio Revised Code, H.B. 291.* Act to prohibit conflict of interest in the appointment of a surrogate parent.

1984 *Ohio Revised Code, Am. H.B. 641.* Act to require that state level reviews of educational placement of handicapped children be conducted by reviewing officers.

1985 *Ohio Revised Code, Am. Sub. H.B. 238.* Omnibus bill providing for the transfer of funding of special education classes and related services for school-age children from the Department of Mental Retardation and Developmental Disabilities to the Department of Education.

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*From 1981 on not yet available in *Laws of Ohio* volume form, but published in *Baldwin's Ohio Legislative Service* for the respective years.

Guidelines/Standards/Rules for Special Education

Effective	Source Document
1927	*Educating Crippled Children in Ohio.*
1927	*Sight-Saving Classes in the Public Schools.*
1937	*Prescribed Standards for Classes for Crippled Children.*
1947	*Public School Classes for the Deaf and Hard-of-Hearing.*
1947	*Ohio Provides for the Education of Partially Seeing Children.*
1948	*Ohio Provides for the Education of Crippled Children.*
1948	*Special Education for Children with Speech and Hearing Disorders.*
1949	*Let Us Look at Slow Learning Children.*
1951	*Prescribed Standards for Classes for Crippled Children.*
1955	*Let Us Teach Slow Learning Children.*
1956	*The Ohio Plan for Children with Speech and Hearing Problems.*
1959	*A Survey of School Psychological Services in Ohio.*
1960	*State Board of Education Standards for Special Education Units, Special Instructional Services and Legal Dismissal from School Attendance.* First standards adopted simultaneously for all areas of special education. Revised in 1962 to add transportation of physically handicapped and units for neurologically handicapped.
1966	*State Board of Education Program Standards for Special Education and Legal Dismissal from School Attendance.* Revised in 1967 to add home instruction for severely handicapped students. Revised in 1972 to add transportation of educable mentally retarded children.
1973	*Program Standards for Special Education and Legal Dismissal from School Attendance.*
1975	*Program Standards for School Foundation Units for Gifted Children.*
1976	*Program Standards for Special Education — Standards for Due Process and Procedural Safeguards for Handicapped Children and Youth.* Addition to 1973 standards.
1977	*Standards for Special Education.* Additions to 1973 standards including identification of handicapped children and youth, multifactored evaluation, least restrictive placement and individualized education plan, related services, transportation to residential schools, admission, transfer, suspension and expulsion at state schools for blind and deaf.
1982	*Rules for the Education of Handicapped Children.*
1983	*Standards for Training and Field Placement Programs in School Psychology.*
1984	*Rule for School Foundation Units for Gifted Children.*

Teacher Certification Guidelines/Standards

Effective	Source Document
1927	*Educating Crippled Children, Presenting the Ohio Plan.*
1927	*Sight-Saving Classes in the Public Schools.*
1937	*Prescribed Standards for Classes for Crippled Children.*
1948	*Special Education for Children with Speech and Hearing Disorders.*
1949	*Let Us Look at Slow Learning Children.*
1950	*Laws and Regulations: Certification of Personnel in Special Education.* First official certification regulations. Covered teachers of deaf, hard-of-hearing, home instruction, sight-saving, orthopedic, slow learning, physical therapy, occupational therapy, and speech and hearing therapy.
1959	*Regulations Governing the Training and Certification of Personnel in Special Education.* First certification standards adopted by state board of education. Covered teachers of partially hearing, deaf, crippled, home instruction, partially seeing, blind, slow learning, physical therapy, occupational therapy, speech and hearing therapy, school psychology.
1963	*Special Education Laws and Regulations Governing the Certification of Teachers, Administrators, Supervisors, and School Employees in Pupil Personnel Service.* Revised standards for teachers of deaf, hard-of-hearing, crippled, physical therapy, occupational therapy, blind, partially blind, partially seeing, slow learning, and speech and hearing therapy.
1979	*Laws and Regulations Governing Teacher Education and Certification.* Added standards for teachers of moderately, severely, and profoundly retarded.
1986	*Teacher Education and Certification Standards.* All areas of special education included in this major rewrite of teacher education and certification standards.

APPENDIX C

Bibliography

Documents used to compile this history included the references listed below. Original documents were made available by the Ohio Department of Education, Ohio Department of Mental Retardation/Developmental Disabilities; State Library of Ohio, Ohio Historical Society Archives; Law Library, Ohio State University; Ohio Federation, Council for Exceptional Children; Inter-University Council, Teacher Education; Inter-University Council, School Psychology; Ohio School Psychologists' Association; National Association of School Psychologists; Ohio Society for Crippled Children and Adults; Ohio Resource Center for Low Incidence and Severely Handicapped; Central Ohio, Lincoln Way, and Miami Valley SERRCs; school districts of Cincinnati, Cleveland, Columbus, and Dayton.

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  Director of education, 1927-1946.
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[1] Not all annual reports and other periodicals were available and only pertinent editions were used by the researchers/writers.

[2] State Board of Education annual reports superseded these reports from 1955 on.

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